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PARKS AND RECREATION MASTER PLAN

CITY OF FREMONT, CALIFORNIA



PARKS AND RECREATION MASTER PLAN

CITY OF FREMONT, CALIFORNIA

PREPARED FOR:

Leisure Services Department
City of Fremont, California

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TABLE OF CONTENTS

	<i>Page</i>
RESOLUTION NO. 8840	I
EXECUTIVE SUMMARY	ii
CHAPTER ONE: MASTER PLAN CONTEXT	
Key Factors	1
Background	3
Definitions	4
Regional and Local Settings	6
Relationship to Other Plans	6
Existing System of Parks and Recreation	7
Factors Influencing the Master Plan	8
CHAPTER TWO: MASTER PLAN PROCESS	
Major Conclusions	20
Community Involvement	22
Goals and Visions for Parks and Recreation	26
CHAPTER THREE: STANDARDS AND GUIDELINES	
Major Conclusions	29
Park Categories	31
Park Standards and Guidelines	32
Criteria for Selection of Park Sites	39
CHAPTER FOUR: FINANCING	
Major Conclusions	43
Public Finance Considerations in the 90s	44
Current Funding Mechanisms	46
Acquisition and Development of Special Facilities	48
Residents' Willingness to Pay for Parks and Recreation Facilities ..	49
Operations and Maintenance	52
CHAPTER FIVE: OPERATIONS AND MAINTENANCE	
Major Conclusions	53
CIP/ICAP and the Maintenance Information System	54
Cost Model for Operations and Maintenance	56

CHAPTER SIX: IMPLEMENTATION

Major Conclusions	63
Implementation Process	64
Review and Update Process	66
Follow-Up Studies	68

APPENDIX

A: Acronyms	71
B: List of Background Studies	73
C: Acknowledgments	75

LIST OF FIGURES AND TABLES

	<i>Page</i>
RESOLUTION NO. 8840	I
EXECUTIVE SUMMARY	ii
CHAPTER ONE:	MASTER PLAN CONTEXT
Figure 1-1:	City of Fremont Park Land, February 1995 9
Table 1-1:	City of Fremont Park Land Inventory, February 1995, <i>Sorted Alphabetically</i> 10
Table 1-2:	City of Fremont Park Land Inventory, February 1995, <i>Sorted by Park Category</i> 11
Figure 1-2:	Fremont School District/Community College District Lands, February 1995 15
Figure 1-3:	Regional and National Resources, February 1995 17
CHAPTER TWO:	MASTER PLAN PROCESS
Figure 2-1:	Master Plan and Implementation Process 21
Table 2-1:	Major Findings from Community Survey Recreation Facility 24
CHAPTER THREE:	STANDARDS AND GUIDELINES
Table 3-1:	Citywide Park Standards and Guidelines 34
Table 3-2:	Neighborhood Park Standards and Guidelines .. 35
Table 3-3:	Mini Park Standards and Guidelines 36
Table 3-4:	Historic Park Standards and Guidelines 37
Table 3-5:	School Park Standards and Guidelines 38
CHAPTER FOUR:	FINANCING
Table 4-1:	Park Funds 47
Table 4-2:	Cost Model for Development of Citywide Parks . 50
Table 4-3:	Cost Model for Development of Neighborhood Parks 51
CHAPTER FIVE:	OPERATIONS AND MAINTENANCE
Table 5-1:	Cost Model for Park Maintenance 58
Table 5-2:	Cost Model for Building Maintenance 59
Table 5-3:	Cost Model for Individual Park Maintenance ... 61
CHAPTER SIX:	IMPLEMENTATION PROCESS
None	

RESOLUTION NO. 8840

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF FREMONT ADOPTING THE PARKS AND RECREATION MASTER PLAN

WHEREAS, *the Parks and Open Space Chapter of the City of Fremont General Plan, which was adopted by Resolution No. 8080 on May 7, 1991, directed the preparation of a parks and recreation needs assessment, preparation of a recreation plan and amendments to the General Plan, revision of the standards for parks and recreation facilities, and determination of standards for park acreage; and*

WHEREAS, *in response to this directive, the City has prepared a Parks and Recreation Master Plan which is supportive of and consistent with the General Plan.*

NOW, THEREFORE, BE IT HEREBY RESOLVED that the City Council of the City of Fremont does hereby adopt the Parks and Recreation Master Plan.

ADOPTED February 14, 1995 by the City Council of the City of Fremont by the following vote, to wit:

AYES: Mayor Morrison, Council members Dutra, Wasserman, and Zlatnik

NOES: None

ABSTAINED: Council member Steel

ABSENT: None

GUS MORRISON
Mayor

ATTEST:

APPROVED AS TO FORM:

SHARON WHITTEN
City Clerk

PAULETTE GARCIA LUTZ
Sr. Deputy City Attorney

EXECUTIVE SUMMARY

What is the purpose of the Parks and Recreation Master Plan?

The primary purpose of the Parks and Recreation Master Plan is to establish policies to guide the development of the City's parks and recreation system to be compatible with the quality of the existing system, provide flexibility for decision-making, and eliminate any liabilities which the City may incur under current policies. This Master Plan is a reflection of the opinions and concerns of the citizens of Fremont. The City's Master Plan also incorporates financing, operations, and maintenance elements.



Over 90% of Fremont's residents are very satisfied with their park and recreation system and its significant contribution to the positive image and identity of the City.

The emphasis in the Master Plan is on identifying ways to efficiently maintain and enhance existing facilities and to acquire, develop, and effectively maintain additional parks and recreation facilities to meet the community's diverse needs well into the 21st century. The process of developing the Master Plan sought community involvement, undertook analyses of the current park system, incorporated sound financing, and linked policy planning, operations and maintenance, and implementation in a comprehensive manner. The integration of these elements provides a flexible and responsive policy document which will support several implementation processes.

The directive for this Master Plan was first identified in the Parks and Open Space Chapter of the 1991 City of Fremont General Plan. Open Space Goal 3 directed the preparation of a parks and recreation needs assessment; preparation of a recreation plan and amendments to the General Plan; revision of the standards for parks and recreation facilities; and determination of standards for park acreage. This Master Plan has completed these tasks. The General Plan also directed the acquisition and development of parks and recreation facilities in response to community needs. The implementation processes identified in the Master Plan respond to this directive.

What is the Relationship of the Master Plan to the General Plan?

The General Plan serves as the primary policy document for the City's parks and recreation system. The General Plan has been updated with a new Parks and Recreation Chapter and an amended Open Space Chapter. The General Plan includes current standards and guidelines for parks and recreation facilities. The Master Plan is supportive of and consistent with the General Plan.

What factors were influential in the development and implementation of the Master Plan?

In the course of preparing the Master Plan, several factors emerged that influenced the policies, standards, and guidelines included in the Plan.

Fremont's residents have available a wide variety of parks and recreation resources.

The City of Fremont contains approximately 90 square miles of land in a setting that offers numerous regionally and federally managed open space opportunities, including those offered by the San Francisco Bay National Wildlife Refuge and by the East Bay Regional Park District. These resources and those made available by other agencies, such as the Alameda Flood Control and Water Conservation District, help to satisfy the recreation needs of Fremont's residents. The Fremont Unified School District also makes available recreation facilities to Fremont's residents. Although the City recognizes that the mission of the School District is not to provide community recreation facilities and that

access to school facilities is by necessity restricted, school-based recreation facilities are an important asset to Fremont's residents.

Through vision and forethought, the City of Fremont has 1,021 acres of park land in its park system. This system includes Lake Elizabeth, community centers, softball/soccer/tennis sports complexes, baseball fields, the Olive Hyde Art Gallery, play areas for children, a swim lagoon, historic structures and gardens, and a variety of other active and passive spaces and facilities. Fremont's residents have expressed overwhelming satisfaction with the current parks and recreation system.

Refer to Figure 1-1 *City of Fremont Park Land, February 1995*, (page 9), Table 1-1 *City of Fremont Park Land Inventory, February 1995 (Sorted Alphabetically)*, and Table 1-2 *City of Fremont Park Land Inventory, February 1995 (Sorted by Park Category)*, (pages 10-11).



Through vision and forethought, Fremont has over 1,000 acres of park land in its park system.

Fremont is nearing residential buildout.

As the City of Fremont reaches residential buildout, the availability of suitable land for the development of parks and recreation facilities decreases. The current parks and recreation system offers few undeveloped areas for the addition of new recreation facilities. Faced with this diminishing supply of land, the City of Fremont will need to strategically identify and acquire land parcels to satisfy the parks and recreation needs of future residents and maintain the quality of the parks system as experienced by current residents.

Public finance considerations dictate that funding mechanisms be used for specific purposes.

Like most municipalities in California, the City of Fremont is under substantial fiscal pressure due to limits on property taxes (Proposition 13), the economic recession in California, state and federal cutbacks in local grant programs, and recent "takebacks" of local revenues by the State. In response to the new fiscal realities heralded by Proposition 13, local governments in California have increasingly turned to various forms of development-related financing to provide the public improvements required to serve new development. In return for the entitlement to develop property, a developer provides land, improvements, and/or fees required to provide services to the new residents who will populate the new development.

The City of Fremont collects fees under the authority of two sections of the State of California Government Code. Section 66477 of the Code (known as the Quimby Act) grants cities and counties authority to require the dedication of park land or payment of fees in lieu of park land from a residential subdivision. The Quimby Act establishes a maximum requirement of 5.0 acres of park land per 1,000 population. This is the amount of land the City of Fremont can require a developer to provide based on the authority of the Quimby Act.

The City also collects fees under Section 66000 (et seq.) of the Government Code. This section (enacted as AB1600) sets forth the purpose and use of the fee and requires that the municipality establish a reasonable relationship between the fee's use and the type of development project on which the fee is imposed. The Code also requires that the municipality determine that there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed. Critical to the collection and use of development impact fees is the restriction that these fees can only be used to specifically meet the needs of new residents.

The Master Plan establishes the relationship, or nexus, between new residents and the provision of new park and recreation improvements. Fremont's current residents expressed overwhelming satisfaction with the City's existing parks and recreation system, programs, and maintenance services. Increases in Fremont's population will create a corresponding increase in the demand for parks and recreation facilities and services. Use of the current system by new residents would diminish the system's capacity and resources to serve the existing population, resulting in a decrease in the level of service of the parks system currently enjoyed by Fremont's residents. It is reasonable to expect that new residents will create the demand for a park and recreation system similar to the

existing system and will, therefore, require standards for land acquisition and facility development to assure the continuation of the quality of the system.

The Master Plan also identifies parks and recreation facilities that provide for special needs, but which do not create a deficiency in the existing parks and recreation system.

How did the master planning process incorporate Fremont residents' needs and desires for recreation resources?

The process of developing the Master Plan process incorporated a variety of ways to proactively involve Fremont's residents. Fremont's community participated in a series of workshops that helped identify citizens' concerns, goals, and concepts for the future development of the City's parks and

Parks plan in the works

■ Fremont recreation planners find out what the people want: everything

By Chris O'Connell
Times Staff Writer

Judging from a pair of public meetings held Saturday, Fremont's recreation planners face a tough task: coming up with current and future needs of city residents.

With 30,000 people ranging from training, court time, to park use, the city what new services the residents need for a more park city or

CITY OF FREMONT PARKS AND RECREATION MASTER PLAN NOTICE OF PUBLIC MEETINGS

The City of Fremont Leisure Services Department will hold two community workshops on SATURDAY, SEPTEMBER 11, 1993. These workshops will be held in the Multipurpose Room of the Los Cerritos Community Center, 3377 Alder Avenue (at Nicolet Ave. behind American High School) in Fremont.

■ PARKS

Preserve, Mission Peak Regional Preserve and Danville and

Fremont's parks lauded in report

Parks planners want community input

That's the amount of land Fremont must find over the next 15 years, given the rate its population is expected to grow. Open-space regulations require that cities provide 5 acres of park

every acre and piece of equipment for the first time. Individuals are encouraged to attend the morning workshop from 9:30 a.m. to noon on Sept. 11; a second session scheduled from 2:30 p.m. to 5:30 p.m. the sa-

"We're really, really counting on people to come forward," said Amy Rakley, an associate planner coordinating the project.

■ Write to: Amy Rakley, Associate Planner

The City of Fremont invites you to the second community meeting for the

PARKS AND RECREATION MASTER PLAN

THURSDAY, FEBRUARY 24, 1994

Community involvement served to guide the policies contained in the City of Fremont's Parks and Recreation Master Plan.

recreation system. The concept of developing the Parks and Recreation Master Plan as a policy document, to be followed by an implementation process addressing the prioritization and funding of specific recreation improvements, was refined during the community meetings. Early in the planning process, the City conducted a community survey to involve residents who might not otherwise participate in public workshops and meetings. The community survey provided insight into the current patterns of recreation use by Fremont's residents. Study sessions were held with city leaders to inform and seek guidance on the formulation of the policies, standards, and guidelines in the Master Plan. Public meetings occurred throughout the planning process with the Recreation Commission, Planning Commission, and City Council.

The planning process identified several key conclusions and directives. Over 90% of Fremont's residents are very satisfied with the City's parks and recreation system and view the system as contributing significantly to the positive image, well-being, and identity of the City. Generally, the community uses citywide parks more frequently than neighborhood parks, perhaps an indication of the willingness expressed by Fremont's residents to travel greater distances to use citywide facilities. The community's involvement provided significant guidance and direction for the visions, goals, and objectives contained in the Master Plan and the General Plan amendments. Clearly, these conclusions direct the City to continue to offer and maintain the level of service of the current parks and recreation system for current and future residents.

The community survey did not identify any major problems or concerns with the parks and recreation system. The Master Plan assumes that completion and maintenance of the parks and recreation system in a manner similar to the existing system would ensure a continuing high level of satisfaction for the citizens of Fremont.

What are the key policies of the Master Plan?

The Master Plan contains policies for the acquisition, development, and maintenance of Fremont's parks and recreation system. Included in these policies are standards to achieve a level of development and service for a complete park system. The establishment of *standards* reflects the City's commitment to guarantee the provision of certain baseline facilities within the parks, through an obligation to provide funding to achieve the standards which serve as the basis for levying development impact fees. *Guidelines* identify a desired direction in decision-making for the provision of parks and recreation resources. Unlike standards, guidelines do not obligate the City to provide funding.

The policies highlighted below seek to maintain the quality of the existing and future park system in balance with the City's ability to fund, operate, and maintain the desired improvements.

Standard for Park Acreage

The Master Plan's establishes a *standard* for park acreage at a ratio of 5.0 acres per 1,000 residents. This citywide standard reflects a simplification of prior standards which specified acreage for eight individual park categories.

In addition to the standard for park acreage, the Master Plan includes the City's goal to acquire and develop park land to achieve a ratio of 5.79 acres per 1,000 residents. This reflects the ratio of park land to population in 1990. The City also has the goal of providing special recreation facilities beyond those identified in the standards and guidelines for parks. Examples of special facilities include an indoor swimming and gymnasium facility, a cultural arts complex, golf courses, and community centers.

Categories of Parks

The Master Plan's categories of parks and their associated facility standards and guidelines reflect a simplification of prior policies. Previously there were eight categories of parks in the City's system. These categories were overly complex and impractical for planning and implementation purposes. The Master Plan



Fremont's parks and recreation system provides for a broad range of active and passive recreation activities.

includes four categories of parks: citywide, neighborhood, historic, and mini. The Master Plan merges community parks into "citywide" parks, and mini/pocket and trail parks (linear parks sited between housing units, often serving as neighborhood parks) into "mini" parks. School parks (parks operated by the City in a joint use agreement with the Fremont Unified School District) are not included in the park inventory because of the City's inability to guarantee the status of school parks as permanent elements of the park system.

Standards and Guidelines for Park Facilities

The Master Plan clearly defines the range of appropriate functions for Fremont's parks. Previous park categories and standards were sometimes inconsistent in terminology and often did not reflect the actual (and appropriate) improvements in the parks. The categories, standards, and guidelines in the

Master Plan eliminate these inconsistencies and conflicts and provide direction for improvements in the park system.

An example of this refinement is the elimination of service radius standards. Traditionally intended to reflect accessibility for a geographically defined population base, service radius standards are not appropriate to a city such as Fremont, where physical barriers such as roads and train tracks diminish the usefulness of standards based simply upon a geographic distance and where the diminished supply of land would prohibit achieving the standard's requirements. These factors, coupled with Fremont residents' expressed willingness to travel to citywide parks and recreation activities such as classes at community centers or youth sports games, support the elimination of service radius standards.

The Master Plan also eliminated the standard to provide a community center in each community park. If kept, this standard would create a significant deficiency in the amount of required square footage of community centers, creating a financial obligation to the City without the means to fund these centers. The Master Plan considers community centers as special facilities. Special facilities will undergo further review and study during the implementation of the Master Plan.

A standard for minimum park size is not included in the Master Plan because the function of the park (citywide, neighborhood, historic, mini) in conjunction with criteria for selection of park sites, will determine the appropriate park size on a case-by-case basis.

The standards and guidelines are sufficiently specific to ensure compatibility between current and future facility development and activity programming for the citywide park system, while preserving flexibility in decisions related to individual facility types. This flexibility is critical in preserving the City's ability to respond to future needs and desires of the community and other factors which may require modification of the current mix of recreation facilities in the City's parks. Refer to Tables 3-1 to 3-5 for park standards and guidelines (pages 34-38).

Criteria for Selection of Park Sites

The Master Plan includes criteria to be used on a case-by-case assessment of parcels for acquisition or dedication as city-owned park land. The Master Plan maintains the City's discretion to accept land proposed for dedication. Historic parks are considered unique cases and may not be governed by the same criteria used for citywide, neighborhood, and mini parks. The criteria for selection of

park sites address physical configuration, topography, encumbrances, access, environmental constraints, compatibility with surrounding land uses, maintenance impacts, costs related to capital improvements, operations, maintenance, supervision, and review by the Recreation Commission. Refer to pages 42-43 for a discussion of these criteria.

How will the City finance the implementation of the Master Plan?

Fremont's parks constitute a citywide system as supported by the results of the citywide telephone survey of Fremont residents. Since the City's standards create a financial obligation to provide parks and recreation improvements to serve new residential development, facilities required to meet the demands of new residential development will continue to be paid for by development



Special facilities, such as community centers, serve city wide interests in classes and special activities.

impact fees. Mini parks, due to their small and inefficient size, must be accompanied by a funding mechanism acceptable to the City for purposes of operations and maintenance.

Over the years, an indoor swimming and gymnasium facility, a cultural arts facility, public golf courses, and new community centers have been widely discussed in Fremont. These special facilities tend to be unique within the system, and are relatively expensive to develop. The development of special facilities, while not a standard, is a goal of the City. As such, special facilities do not contribute to the City's standard of 5.0 acres per 1,000 new residents. There is limited potential for financing a portion of special facilities with development

impact fees. Therefore, the City will seek broad-based mechanisms to finance the land acquisition for, and development of, such facilities. State and federal grant monies, gifts, bequests, and other external sources of monies will, to the maximum extent possible, be used to fund such facilities. The City will pursue such external funding sources as opportunities arise. The City will also explore public-private cooperative mechanisms, such as public ownership coupled with private operation. In the future, the City may wish to consider using revenues from development impact fee to finance some portion of the cost of special facilities. In order for this to occur, a financing plan providing for the current community's funding obligation for such facilities would need to be prepared.

How does the Master Plan address the operations and maintenance of the parks and recreation system?

The existing level of maintenance of the City's parks and recreation facilities offers a pleasant and safe environment for users and reasonably protects parks and facility resources from serious degradation. However, many elements in Fremont's parks and recreation facilities, such as irrigation systems, roofs, and mechanical systems, are nearing the end of their usable life and will either need to be replaced or repaired with increasing frequency. The financial impact of repairing or replacing these elements is made worse by the fact that many of the City's parks were built during the same time period. Recognizing the need to foresee and fund short-term and long-term operation and maintenance costs, one primary goal of the Master Plan is to incorporate these considerations into the City's decision-making process. The Master Plan, therefore, includes a preliminary cost model which will be used to organize, evaluate, and analyze operations and maintenance data as they become available.

Three levels of service are defined in conjunction with development, operations, and maintenance costs. These levels of service will need to be monitored over time to further refine their definitions and their specific measurable and qualitative implications to the parks and recreation system. Refer to Table 5-1 *Cost Model for Park Maintenance*, Table 5-2 *Cost Model for Building Maintenance*, and Table 5-3 *Cost Model for Individual Park Maintenance* (pages 58-62) for more information.

What needs to be done to implement the Master Plan?

Successful implementation of the Parks and Recreation Master Plan depends upon ongoing involvement of the public, the Recreation Commission, and City Council and requires the coordinated activities of several City departments, including Leisure Services, Community Development, Finance, and Public Works. The following implementation processes are central to the success of the Master Plan.

Recreation Improvements Program (RIP)

The process of identifying, establishing priorities, and allocating funding for specific parks and recreation improvements will occur after adoption of the Master Plan and General Plan amendments. City staff will compile a list,



Continued review and direction from the community and citizen commissions will be vital in the implementation of the Parks and Recreation Master Plan.

including all requests and suggestions for recreation facilities, land acquisition, and rehabilitation projects, identified during the master planning process and in future public meetings. The Recreation Commission will review and prioritize a list of proposed improvements. This process will include an assessment of appropriate funding sources, costs of acquisition, facility development, and operations and maintenance associated with each project. The Commission's recommendations made in the Recreation Improvements Program (RIP) will be forwarded to the City Council for consideration in the City's Capital Improvement Program/Integrated Capital Assets Plan (CIP/ICAP). The CIP/ICAP process will require consideration of the parks and recreation projects in conjunction with other citywide capital improvement projects. The City Council will make final funding decisions concerning recreation improvements.

Land Acquisition Program (LAP)

City staff will prepare a program for the identification, assessment, and purchase of land for parks. The Criteria for Selection of Park Sites will be used to assess the potential parcels. The Recreation Commission will review staff's program and will recommend potential sites for inclusion in the CIP/ICAP.

Updates of Development Impact Fees for Parks

The City should review the current structure of development impact fees to determine its adequacy to fund future acquisition of park land and development of facilities. This review is critical to assuring the City's ability to maintain the high quality of the parks system currently enjoyed by Fremont's residents. The Community Development Department will be responsible for this review.

Financial Management

As part of the City's ongoing process of implementing the CIP/ICAP, the Finance Department will regularly produce a set of reports, documenting receipts, encumbrances, expenditures, and balances of acquisition and development funds for parks and recreation facilities. The Finance and Leisure Services Departments will work together to ensure that ongoing reporting of collection and expenditure of park funds meets the needs of the Recreation Improvements Program and the CIP/ICAP.

Operations and Maintenance

The cost models for operations and maintenance will be refined as data become available through the Public Works Department's Maintenance Information System (MIS). Factors to be considered in the MIS process include costs of operations and maintenance and levels of service offered by parks and recreation facilities. These among other factors will be used to make recommendations of specific projects in the RIP process and will help the City identify the operations and maintenance needs of Fremont's parks and recreation system.

Monitoring of Residential Development

The Community Development Department will be responsible for an ongoing monitoring program to track the pace of residential development along with the implementation of capital improvements plans. The Leisure Services Department will be directly involved in the process of determining the adequacy of any proposed dedication of park land or recreation facility.

*How will the Master Plan continue to reflect the current needs of
Fremont's residents?*

The Fremont Parks and Recreation Master Plan is a policy and implementation document bridging the relatively long-term context of the General Plan and the more short-term, specific authorizations of the City's budget and CIP/ICAP processes. It is a document which will be used to evaluate policy issues pertaining to parks and recreation as they emerge over time. The Recreation Improvements Program will provide an ongoing process for responding to the community's emerging desires for parks and recreation improvements. The Master Plan will be updated concurrent with the General Plan, and will be used for developing the annual City budget and biennial CIP/ICAP. Additionally, the



*Fremont's historic resources offer unique opportunities to highlight
the City's cultural heritage.*

Master Plan will be reviewed and evaluated regularly to remain a viable, up-to-date policy and implementation document guiding City decisions pertaining to parks and recreation.



CHAPTER ONE

MASTER PLAN CONTEXT

The primary purpose of the Parks and Recreation Master Plan is to establish policies to guide the development of the City's parks and recreation system to be compatible with the quality of the existing system, provide flexibility for decision-making, and eliminate any liabilities which the City may incur under current policies. This Master Plan is a reflection of the opinions and concerns of the citizens of Fremont. The City's Master Plan also incorporates financing, operations and maintenance elements. The process of developing the Master Plan sought community involvement, undertook quantitative and qualitative analyses of the current park system, incorporated sound financing, and linked policy planning, operations and maintenance, and implementation in a comprehensive manner. The integration of these elements provides a flexible and responsive policy document which will support several implementation efforts.

This chapter describes the context of the Master Plan. It includes the background of the Master Plan, the existing parks and recreation system, the regional and local context of the parks and recreation system, the Master Plan's relationship to other plans, and factors that influenced the master plan process. Definitions of terms used in the Master Plan are also provided.

KEY FACTORS

Several factors influenced the development of the Master Plan:

- ❖ Increased residential population will produce demand for parks and recreation facilities and programs which cannot be met by the existing system.
- ❖ Fremont has relatively little land available for residential development. As a result, revenue from development impact fees for improvements to the parks and recreation system is limited.

- ❖ The majority of new residential development will be "infill" which will most likely not provide significant areas of park land as part of the development.
- ❖ New parks and recreation facilities to serve new residential development will continue to be financed by development.
- ❖ There is limited public land available for acquisition and development as park land.
- ❖ Special facilities, including community centers, an indoor swimming and gymnasium facility, a cultural arts facility, and golf courses, are more appropriately financed by broad-based mechanisms.
- ❖ In February 1995, Fremont had approximately 1,021 acres of land devoted to citywide, neighborhood, historic and mini parks. The majority of these park lands are owned by the City, with some lands under lease arrangements or joint use agreements with the Fremont Unified School District, or under a land use permit with the San Francisco Water District and the Alameda County Flood Control and Water Conservation District.
- ❖ Fremont is located within a well-established regional and national recreation and open space system.
- ❖ The existing school system significantly contributes to the recreation and leisure needs of the community by making its recreation facilities available informally and through lease agreements with the City.
- ❖ The Master Plan is one of several documents which will influence the development, operation, and maintenance of the parks and recreation system. Additional documents include the General Plan, the Capital Improvement Program/Integrated Capital Assets Plan (CIP/ICAP), the Recreation Improvements Program (RIP - *proposed*), the Land Acquisition Program (LAP - *proposed*), and the Maintenance Information System (MIS - *proposed*).

BACKGROUND

On May 7, 1991, the City of Fremont adopted an updated General Plan. The Parks and Open Space Chapter of the General Plan identified the preparation of this Parks and Recreation Master Plan and amendment of the General Plan as a "second wave" effort. The Leisure Services Department is responsible for the preparation of both the Master Plan and the accompanying General Plan amendments.

Specifically, the Parks and Open Space Chapter of the 1991 City of Fremont General Plan included *Open Space Goal 3: Parks and Recreation to meet the community's needs*. The objectives and implementation measures included in this goal directed the preparation of a parks and recreation needs assessment; preparation of a recreation plan and amendments to the General Plan; revision of the standards for parks and recreation facilities; and determination of standards for park acreage. The General Plan also directed the acquisition and development of parks and recreation facilities in response to community needs.

Also in 1991, the City Council adopted updated development impact fees for parks and recreation facilities. The study conducted to support the fees indicated the city's need for a parks and recreation master plan.

The Master Plan was envisioned as the process by which the City would address the following needs:

- **Establish a definitive inventory of the City's parks and recreation resources**

The City of Fremont had not conducted a comprehensive inventory of parks and recreation resources since 1976. The park inventory in the General Plan included gross acreage only, with no information about facilities within the system. A baseline inventory of resources provides the starting point for decisions pertaining to the improvement and expansion of the existing parks and recreation system.

- **Conduct a comprehensive review and analysis of existing City policies pertaining to the parks and recreation system and establish up-to-date standards for parks and recreational facilities**

The General Plan serves as the primary policy document for the City's parks and recreation system. The General Plan has been updated with a new Parks

and Recreation Chapter and an amended Open Space Chapter. The General Plan includes current standards and guidelines for parks and recreation facilities. The Master Plan is supportive of and consistent with the General Plan.

The Parks and Recreation Master Plan is based on the concept that "the future", for purposes of identifying the appropriate uses of park development impact fees, begins upon adoption of the Master Plan in 1995, and related implementation processes thereafter. Under this concept, "the present" consists of the years 1990 through 1995. For purposes of developing several basic concepts for the Master Plan, it was important to establish a beginning to the Master Plan in 1990.

These dates were chosen for the following reasons:

- ❖ The most recent U.S. Census was conducted in 1990, providing the City with up-to-date and accurate population and other demographic data. These data were used as baseline information for population forecasts and development of standards for park acreage.
- ❖ In 1991, the City Council adopted updated development impact fees for parks.
- ❖ In 1991, the City adopted an updated General Plan, which included the City's inventory of park acreage.

1995 was chosen as the end date of the present because it is the projected adoption date of the Master Plan, and the beginning of the implementation processes which will follow Master Plan adoption.

DEFINITIONS

The following are the definitions of key terms used in the Master Plan:

❖ Goal

A policy which provides guidance and direction for making decisions about resources without a commitment to provide funding for the resources.

Leisure

Any portion of an individual's time which is not occupied by work or used to attend to life-maintenance chores.

Open Space

Land or water which is publicly accessible, essentially undeveloped, and maintained for the purposes of protecting natural resources, wildlife, and scenic beauty.

Park

Land which is owned or controlled by the City of Fremont and which is developed, operated, and maintained for the purpose of providing recreational, educational, aesthetic, or cultural use for the public.

Recreation

Any leisure activity which is pursued by an individual or group of individuals for its own sake or which is the result of a recreation experience. Such activities can be physical, social, or intellectual.

Resource

Information, ideas, time, people, funding, land, facilities, and other tangible and intangible elements which can support the development and ongoing operation of park land, recreation facilities, and programs.

Special Facility

Special facilities are facilities which the City's current and future development impact fees cannot fully fund. Funding sources other than development impact fees would be required for the construction of these facilities. Examples of special facilities include a cultural arts center, a swimming pool/gymnasium facility, community centers, and golf courses.

Standard

A policy for acquisition and/or development of land and/or facilities which creates an obligation to provide funding for the resource.

REGIONAL AND LOCAL SETTINGS

Fremont was incorporated in 1956. Five small unincorporated towns (Centerville, Irvington, Mission San Jose, Niles, and Warm Springs) were included within the boundaries of the new City. As of February 1995, Fremont is the fourth most populous City in the nine-county San Francisco Bay Area.

Fremont contains approximately 90 square miles of land area, including baylands, flatlands, and hills, topped by 2,500 foot high Mission Peak. The City's 434-acre Central Park, with Lake Elizabeth at its center, is the focal point of the City's park system.

Fremont contains a large supply of high-quality housing at a variety of densities. Land currently available for residential development is projected to be developed by the year 2010. Thus, Fremont has entered the stage in its development in which undeveloped land is becoming an increasingly limited resource.

Fremont's community is ethnically diverse, with a mean household income higher than that for both Alameda County and the Greater Bay Area. Fremont's economic base includes a vital industrial area with a range of industries, such as high technology, warehousing and distribution, and a vehicle manufacturing and distribution plant; two major medical facilities; and over ten million square feet of retail/commercial establishments throughout the City. Fremont's prime location in the region will continue to make the City an important location for employment growth.

The East Bay Regional Park District and the San Francisco Bay National Wildlife Refuge provide and/or manage significant park and open space areas within easy access of Fremont's residents. These resources, as well as resources offered by other agencies, such as the Alameda Flood Control and Water Conservation District, help to meet some of the recreational needs of Fremont's residents.

RELATIONSHIP TO OTHER PLANS

The City of Fremont's Parks and Recreation Master Plan is closely related to other City plans and processes involving land use, parks, recreation, and financing. The most significant of these are listed below, along with a description of their relationship to the Master Plan.

GENERAL PLAN

The Parks and Recreation Chapter of the City of Fremont General Plan is the City's primary statement of the major policies related to parks and recreation. The General Plan provides the foundation for the City to require dedication and development of park land by developers or the payment of fees for the purposes of acquisition and development. The Parks and Recreation Master Plan is one of the primary tools for implementing the General Plan.

CAPITAL IMPROVEMENT PROGRAM AND INTEGRATED CAPITAL ASSETS PLAN (CIP/ICAP)

The City of Fremont has an ongoing and continually evolving Capital Improvement Program and Integrated Capital Assets Plan (CIP/ICAP). The planning process for the CIP/ ICAP, which has been developed over the past six years, reflects a commitment to long-range planning for all municipal capital improvements. The purpose of the CIP/ICAP is to translate the City's capital improvement policies into specific investment plans. The CIP/ICAP framework integrates maintenance requirements into public improvement planning to provide a broad view of infrastructure and facility costs. It emphasizes public facilities and infrastructure as investments rather than expenditures.

IMPLEMENTATION PROCESS

Two related implementation processes are included in the Master Plan to integrate the policies of this document into the CIP/ICAP process. These processes are the Recreation Improvements Program (RIP) and Land Acquisition Program (LAP). They are scheduled to begin after the adoption of the General Plan amendments and the Master Plan. The RIP will prioritize and recommend the allocation of funding for specific parks and recreation facilities. The LAP will identify, assess, and recommend purchase of land for park development. These processes are discussed further in Chapter Six.

EXISTING SYSTEM OF PARKS AND RECREATION

The City of Fremont has 1,021 acres of parks in its park system. Categories of city parks include *citywide* parks, *neighborhood* parks, *mini* parks, and *historic* parks. Facilities within the park system include Lake Elizabeth, community centers, softball/soccer/tennis sports complexes, baseball fields, Olive Hyde Art Gallery, children's play areas, a swim lagoon, historic structures and gardens,

and a variety of other active and passive spaces and facilities. The Leisure Services Department is responsible for recreation programs and facility management, as well as the City's animal services operations. The Public Works Department is responsible for maintenance of all city-owned parks and facilities, including community centers and program facilities.

Ardenwood Regional Preserve, owned by the City and categorized as an historic park, provides recreational opportunities and operates under a joint agreement between the City of Fremont (which manages the historic Patterson House) and East Bay Regional Park District, which manages the regional preserve.

Figure 1-1 and Tables 1-1 and 1-2 (pages 9-11) summarize the park land inventory as of February 1995. Background Study 1: *Inventory of Parks*, separate from the Master Plan, contains a detailed inventory of the recreation facilities in the parks and recreation system as of 1993 (the most recent update of this detailed inventory).

FACTORS INFLUENCING THE MASTER PLAN

Several factors influenced the development of the Master Plan:

- ❖ The current park system offers limited opportunities for the addition of recreation facilities.
- ❖ There is limited undeveloped publicly-owned land in Fremont.
- ❖ Public financing is limited in amount and use.
- ❖ Further utilization of School District facilities for recreation activities is restricted by operational and programmatic considerations that affect access, operations, and maintenance. School District lands leased for parks and recreation purposes are not permanent as these lands could be sold, thereby eliminating the use of the land for park purposes.

Figure 1-1
City of Fremont Park Land - February 1995



Designations: ● Citywide ▲ Historic ♦ Mini ■ Neighborhood

- | | | |
|-------------------------------|---------------------|------------------------|
| 1 Ardenwood Regional Preserve | 17 Deep Creek | 33 Old Mission |
| 2 Ardenwood Trail | 18 Frank Fisher | 34 Patterson |
| 3 Arroyo Agua Caliente | 19 Gomes | 35 Peregrine |
| 4 Azevada | 20 Irvington | 36 Plaza |
| 5 Blacow | 21 Irvington Plaza | 37 Plomosa |
| 6 Booster | 22 Lone Tree Creek | 38 Rancho Arroyo |
| 7 Brookvale | 23 Los Cerritos | 39 Rancho Higuera |
| 8 Brookvale Trail | 24 Lowry | 40 Rix |
| 9 Buena Vista | 25 Marshall | 41 Shinn |
| 10 Cabrillo Trail | 26 Mission San Jose | 42 Surry |
| 11 California Nursery | 27 Niles | 43 Sylvester P. Harvey |
| 12 California Terrace | 28 Niles Depot | 44 Vallejo Mill |
| 13 Centerville | 29 Noll | 45 Warbler |
| 14 Central Park | 30 Nordvik | 46 Warm Springs |
| 15 Crandall Creek | 31 North-Gate Trail | 47 Westridge |
| 16 David Jones | 32 North-Gate | 48 Williams |

Table 1-1
City of Fremont Park Land Inventory, February 1995
Sorted Alphabetically

Park Category	Park Name	Size (Acres)			Notes
		Total	City Owned	Not City Owned	
H	Ardenwood Regional Preserve	204.60	204.60		
M	Ardenwood Trail	6.23	6.23		
N	Arroyo Agua Caliente	8.63	8.63		
N	Azevada	7.67	5.35	2.32	Land Use Permit with SF Water District
N	Blacow	8.30	8.30		
N	Booster	10.06	10.06		
N	Brookvale	2.37	2.37		
M	Brookvale Trail	4.79	4.79		
N	Buena Vista	5.47	5.47		
M	Cabrillo Trail	5.53	5.53		
H	California Nursery	19.93	19.93		
M	California Terrace	1.67	1.67		
C	Centerville	19.95	19.95		
C	Central Park	433.90	259.66	174.24	See Notes 2 and 3
N	Crandall Creek	4.96	4.96		
N	David Jones	3.89	3.89		
N	Deep Creek	12.08	12.08		
N	Frank Fisher	12.20	12.20		
N	Gomes	13.17	12.17	1.00	1.0 acres under license agreement with ACFCWCD
C	Irvington	12.06	12.06		
H	Irvington Plaza	0.30	0.30		
N	Lone Tree Creek	8.84	6.49	2.35	Land Use Permit with SF Water District
C	Los Cerritos	12.97	12.97		
N	Lowry	5.10	5.10		
N	Marshall	5.50	5.50		
C	Mission San Jose	9.82	7.92	1.90	Land Use Permit with SF Water District
C	Niles	34.00	34.00		
H	Niles Depot	1.56	1.56		
M	Noll	2.79	2.17	0.62	Land Use Permit with SF Water District
C	Nordvik	11.45	11.45		
C	North-Gate	17.68	17.68		
M	North-Gate Trail	5.55	5.55		
C	Old Mission	24.70	24.70		
N	Patterson	3.82	3.82		
M	Peregrine	0.74	0.74		
M	Plaza	1.07	1.07		
N	Plomosa	4.51	0.00	4.51	Land Use Permit with SF Water District
N	Rancho Arroyo	4.52	4.52		
H	Rancho Higuera	9.58	9.58		
N	Rix	10.71	10.71		
H	Shinn	4.61	4.61		
M	Surry	0.14	0.14		
C	Sylvester P. Harvey	11.66	11.66		
H	Vallejo Mill	12.45	12.45		
M	Warbler	1.16	1.16		
C	Warm Springs	13.15	13.15		
N	Westridge	3.90	3.90		
H	Williams	0.92	0.92		
Total Acres		1,020.66	833.72	186.94	

Source: Acres based upon Assessor's Parcel Data compiled by City of Fremont, 17 August 1993.

Note:

1: C = Citywide Park; N = Neighborhood Park; M = Mini Park; H = Historic Park

2: 174.24 acres of Central Park are leased from ACFCWCD (Alameda County Flood Control and Water Conservation District)

3: Acreage does not include land exchange of approximately 2 acres of Civic Center land needed to complete compensation to Central Park for siting of Police Building. Transaction to be completed at a future date; Central Park acreage will be increased at that time.

Table 1-2
City of Fremont Park Land Inventory, February 1995
Sorted by Park Category

Park Category	Park Name	Size (Acres)			Notes
		Total	City Owned	Not City Owned	
C	Centerville	19.95	19.95		
C	Central Park	433.90	259.66	174.24	See Notes 2 and 3
C	Irvington	12.06	12.06		
C	Los Cerritos	12.97	12.97		
C	Mission San Jose	9.82	7.92	1.90	Land Use Permit with SF Water District
C	Niles	34.00	34.00		
C	Nordvik	11.45	11.45		
C	North-Gate	17.68	17.68		
C	Old Mission	24.70	24.70		
C	Sylvester P. Harvey	11.66	11.66		
C	Warm Springs	13.15	13.15		
N	Arroyo Agua Caliente	8.63	8.63		
N	Azevada	7.67	5.35	2.32	Land Use Permit with SF Water District
N	Blacow	8.30	8.30		
N	Booster	10.06	10.06		
N	Brookvale	2.37	2.37		
N	Buena Vista	5.47	5.47		
N	Crandall Creek	4.96	4.96		
N	David Jones	3.89	3.89		
N	Deep Creek	12.08	12.08		
N	Frank Fisher	12.20	12.20		
N	Gomes	13.17	12.17	1.00	1.0 acres under license agreement with ACFCWCD
N	Lone Tree Creek	8.84	6.49	2.35	Land Use Permit with SF Water District
N	Lowry	5.10	5.10		
N	Marshall	5.50	5.50		
N	Patterson	3.82	3.82		
N	Plomosa	4.51	0.00	4.51	Land Use Permit with SF Water District
N	Rancho Arroyo	4.52	4.52		
N	Rix	10.71	10.71		
N	Westridge	3.90	3.90		
M	Ardenwood Trail	6.23	6.23		
M	Brookvale Trail	4.79	4.79		
M	Cabrillo Trail	5.53	5.53		
M	California Terrace	1.67	1.67		
M	Noll	2.79	2.17	0.62	Land Use Permit with SF Water District
M	North-Gate Trail	5.55	5.55		
M	Peregrine	0.74	0.74		
M	Plaza	1.07	1.07		
M	Surry	0.14	0.14		
M	Warbler	1.16	1.16		
H	Ardenwood Regional Preserve	204.60	204.60		
H	California Nursery	19.93	19.93		
H	Irvington Plaza	0.30	0.30		
H	Niles Depot	1.56	1.56		
H	Rancho Higuera	9.58	9.58		
H	Shinn	4.61	4.61		
H	Vallejo Mill	12.45	12.45		
H	Williams	0.92	0.92		
Total Acres		1,020.66	833.72	186.94	

Source: Acres based upon Assessor's Parcel Data compiled by City of Fremont, 17 August 1993.

Note:

1: C = Citywide Park; N = Neighborhood Park; M = Mini Park; H = Historic Park

2: 174.24 acres of Central Park are leased from ACFCWCD (Alameda County Flood Control and Water Conservation District)

3: Acreage does not include land exchange of approximately 2 acres of Civic Center land needed to complete compensation to Central Park for siting of Police Building. Transaction to be completed at a future date; Central Park acreage will be increased at that time.

- The City currently utilizes lands owned by the San Francisco Water District (SFWD) and Alameda County Flood Control and Water Conservation District (ACFCWCD). Unlike School District lands, SFWD and ACFCWCD lands used for parks and recreation purposes are considered permanent as the primary function of these lands would likely prohibit their sale.

LIMITED OPPORTUNITIES EXIST IN THE CURRENT PARK SYSTEM

Limited opportunities exist in the current parks and recreation system for the addition of recreation facilities. For the most part, city-owned park land is already developed for either active or passive uses. Developed areas of parks include land that is turfed, contains athletic facilities, or is enhanced for its open and natural character. The East Meadow in Central Park is an example of nondeveloped park land that provides an opportunity for development.

PUBLIC FINANCING IS LIMITED IN AMOUNT AND USE

Like most municipalities in California, the City of Fremont is under substantial fiscal pressure due to limits on property taxes (Proposition 13), the economic recession in California, state and federal cutbacks in local grant programs, and recent "takebacks" of local revenues by the State. In response to the new fiscal realities heralded by Proposition 13, local governments in California have increasingly turned to various forms of development-related financing to provide the public improvements required to serve new development. In return for the right to develop property, a developer provides land, improvements, and/or fees required to provide services to the new residents who will live in the new development.

Section 66000 (et seq.) of the State of California Government Code establishes a demanding set of requirements for development impact fees. Section 66477 of the Government Code (known as the Quimby Act) grants cities and counties authority to require the dedication of park land or payment of fees in lieu of park land from a residential subdivision. The Quimby Act establishes a maximum requirement of 5.0 acres of park land per 1,000 resident population. This is the maximum amount of land Fremont can require a developer to provide based on the authority of the Quimby Act.

Please refer to Chapter Four - *Financing*, for a more detailed discussion of financing issues.

SCHOOL FACILITIES PROVIDE RECREATION OPPORTUNITIES

Ohlone College (located in the Fremont/Newark Community College District) and the Fremont Unified School District (which manages the City's elementary, junior high, and senior high schools) contribute significantly to the City's park and recreation system, providing both outdoor and indoor facilities for use by the general public and nonprofit groups.

Several kinds of property agreements between the City and the School District are currently in place. The City has leased school property to provide parks and recreation facilities to Fremont residents. In other cases, the City has leased property to the School District for school facilities. Joint use agreements for Little League use of School District property exist between the School District, the City, and/or the Little League(s).

The following provides a summary of these lease agreements.

Lease Agreements: School District to City

There are currently four lease agreements for parks on School District property between the School District and the City. The 40-year agreements will expire on the dates indicated for the following school parks:

- **Grimmer School Park - 5.49 acres, 28 April 1999**
- **Mission San Jose School Park- 3.50 acres, 6 November 2010**
- **Patterson School Park - 4.59 acres, 28 April 1999**
- **Vallejo Mill School Park - 5.97 acres, 28 April 1999**

The acreage for these school parks has not been included in the City of Fremont's Park Land Inventory since there is no permanent commitment to maintain the acreage for public park purposes. The City will consider extension of the lease agreements prior to the expiration dates on a case-by-case basis. The City will also conduct case-by-case review of any opportunities for future school parks.

Although the City recognizes that the mission of the School District is not to provide community recreation facilities and that access to school facilities is by necessity restricted, school-based recreation facilities are an important asset to Fremont residents. The use of school property to help supply recreation facilities can complement the City's delivery of recreation services. Currently, school parks support the City's goal to achieve 5.79 acres of park land per 1,000 population. This goal is discussed in greater detail on page 30. There is potential for the City to acquire surplus school property if the property meets the community's needs and the City's criteria for park land.

Leases Agreements: City to School District

Two agreements exist that lease city park land to the School District for the construction of school facilities:

• Deep Creek Neighborhood Park

5.10 acres of city-owned land leased to the School District for Ardenwood School. The 50-year lease will expire 30 June 2033.

• Frank Fisher Neighborhood Park

5.48 acres of city-owned land leased to the School District for Forest Park Elementary School. The 40-year lease will expire 3 March 2032.

Long-term Use Agreements: School District with City and Little League

Two long-term use agreements exist at:

• Gomes Elementary School

The agreement calls for a Little League complex of three baseball fields (one field each for senior, major, and minor league), snack bar, and restroom. The City's contribution is \$150,000. The 15-year lease expires in 2000.

• Warm Springs Elementary School

This agreement includes a Little League complex of four baseball fields with snack bar, rest rooms, and parking. The City contributed \$200,000 toward construction of the fields. The 15-year lease expires in 2005.

Figure 1-2 (page 15) shows the locations of the Fremont Unified School District lands.

Figure 1-2
 Fremont School District / Community College District Lands - February 1995



Designations:

- | | |
|---------------|---|
| ■ Elementary | ◆ Elementary with Lease Agreements for Land |
| ● Junior High | ▲ Senior High |
| | ▼ Community College |

1 American	14 Green	28 Niles
2 Ardenwood	15 Grimmer	29 Oliveira
3 Azevada	16 Hirsch	30 Parkmont
4 Blacow	17 Hopkins	31 Patterson
5 Brier & Glankler	18 Horner	32 Robertson
6 Brookvale	19 Irvington	33 Thornton
7 Cabrillo	20 Kennedy	34 Vallejo Mill
8 Centerville	21 Leitch	35 Walters
9 Chadbourne	22 Maloney	36 Warm Springs
10 Durham	23 Mattos	37 Warwick
11 Forest Park	24 S. Millard	38 Washington
12 Glenmoor	25 Mission San Jose	39 Weibel
13 Gomes	26 Mission San Jose	40 Ohlone Community College
	27 Mission Valley	

LAND USE PERMITS WITH THE SAN FRANCISCO WATER DISTRICT

Fremont has five land use permits with the San Francisco Water District for recreational use of portions of the Hetch Hetchy aqueduct corridor. The most recent agreement involved the construction of Plomosa Park, providing over four acres of neighborhood recreation opportunities. The land use permits do not have a specific expiration date. There are some restrictions on the type of improvements permitted on the Water District's land (for example, trees are not allowed to be planted). However, the restrictions do not preempt the utilization of the Water District's land for parks and recreation activities.

The acreage of Water District property under land use permits with the City of Fremont is summarized below:

- **Azevada Park - 2.32 acres**
- **Lone Tree Creek Park - 2.35 acres**
- **Mission San Jose Community Park - 1.90 acres**
- **Noll Park - 0.62 acres**
- **Plomosa Park - 4.51 acres**

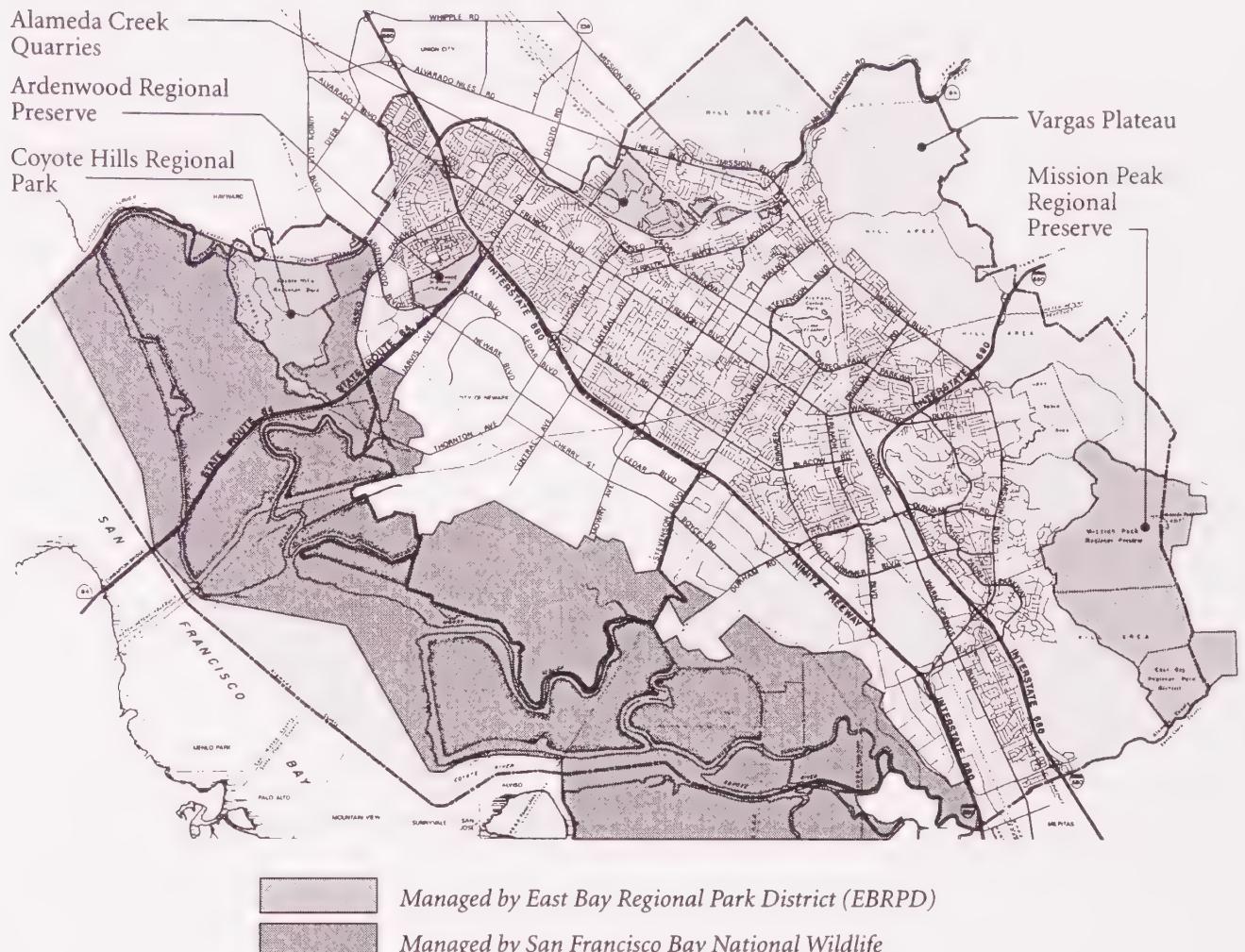
LAND USE PERMITS WITH THE ALAMEDA COUNTY FLOOD CONTROL AND WATER CONSERVATION DISTRICT

Alameda County Flood Control and Water Conservation District (ACFCWCD) owns Lake Elizabeth and the adjacent silt pond, managing these areas for flood control purposes. The City of Fremont has several land use permits with ACFCWCD to allow recreation uses upon their land. These lease agreements include the use of Lake Elizabeth and the flood control channel that bisects Gomes Neighborhood Park. In addition, ACFCWCD manages Alameda Creek.

EAST BAY REGIONAL PARK DISTRICT

The East Bay Regional Park District (EBRPD) has several large holdings within Fremont. These include the Coyote Hills Regional Park and acreage leased and managed by EBRPD from the City of Fremont: Ardenwood Regional Preserve and a portion of Mission Peak Regional Preserve. In addition, EBRPD has acquired and plans to develop land on the Vargas Plateau. The City of Fremont, EBRPD, and the Alameda County Water District plan to develop the Alameda Creek Quarries as a regional recreation resource. The 12-mile long Alameda Creek Regional trail, with recreation trails on both sides of the creek, is managed by EBRPD.

Figure 1-3
Regional and National Resources, February 1995



*Note: Ardenwood Regional Preserve and a portion of
Mission Peak Regional Preserve are owned by the City of Fremont
and managed by the East Bay Regional Park District.*

The EBRPD conducts joint planning efforts with the City of Fremont through the Ardenwood Park Advisory Committee and Fremont's representation on EBRPD's Park Advisory Commission.

The EBRPD also provides funding for local recreation projects through the District's Measure AA - The Regional Open Space, Wildlife, Shoreline, and Park Bond.

SAN FRANCISCO BAY NATIONAL WILDLIFE REFUGE

The San Francisco Bay National Wildlife Refuge offers significant natural habitat for wildlife and also offers extensive recreational opportunities, including classes, hiking, and observation of wildlife. Approximately 10,000 acres of the Refuge's wetlands are located in Fremont. The highest priority of the Refuge is wildlife protection and enhancements with public use a secondary benefit.

Refer to Figure 1-3 *Regional and National Resources, February 1995* (page 17) for locations of regional and national resources.



CHAPTER TWO

MASTER PLAN PROCESS

The process of providing parks and recreation facilities to the residents of Fremont can be viewed in two parts: the development of the Parks and Recreation Chapter of the General Plan and the Master Plan and the implementation of the policies, standards, and goals contained in the General Plan and the Master Plan. Community involvement in the identification of goals and visions for the City's parks and recreation system was of primary concern.

DEVELOPMENT OF THE MASTER PLAN

The planning process proactively involved the community in the development of the Master Plan. Fremont residents participated in a series of community workshops to identify concerns, goals, and concepts for the future development of the City's parks. Early in the planning process, a community survey was conducted to involve residents who might not otherwise participate in public workshops and meetings. The survey provided a broad-based understanding of the recreation needs and desires of the entire community. The survey also provided insight into the current patterns of recreation use of the City's parks and recreation system by Fremont's residents. Further community involvement took place at public meetings of the Recreation Commission, Planning Commission, and City Council.

In addition, City staff conducted study sessions with both the Recreation Commission and City Council to involve their members in the preliminary planning efforts and to seek guidance in the development of the policies in the Master Plan. During these study sessions, three alternatives for the acquisition of park land and development of recreation facilities were considered. These alternatives were evaluated according to several factors, including:

- ❖ Ability to fund by development impact fees.
- ❖ Creation of deficiencies in the current system and subsequent financial obligation to fund.
- ❖ Impact on the quality of the existing and future park system.
- ❖ Impact on operations and maintenance.

The goals, policies, standards, and guidelines in the Master Plan are based on the alternative supported by the Recreation Commission and the City Council.

IMPLEMENTATION OF POLICIES, STANDARDS, AND GOALS

One of the results of the workshops, community survey, and public meetings is the identification and formulation of the goals and visions contained in this chapter. These goals form the basis of the goals and objectives contained in the Parks and Recreations Chapter of the City's General Plan, the fundamental policy document of the City.

Information about the community's current use of recreation facilities and their desires for additional facilities will be utilized in the Recreation Improvements Program, the implementation process which will follow adoption of the Master Plan. The community will also be involved in the follow-up studies which are discussed in greater detail on pages 68-69.

This chapter describes the community involvement process and outlines the goals and visions identified from this process. Figure 2-1 (page 23) illustrates the Master Plan and implementation processes.

MAJOR CONCLUSIONS

Fremont's residents and City leaders provided the following viewpoints during the planning process:

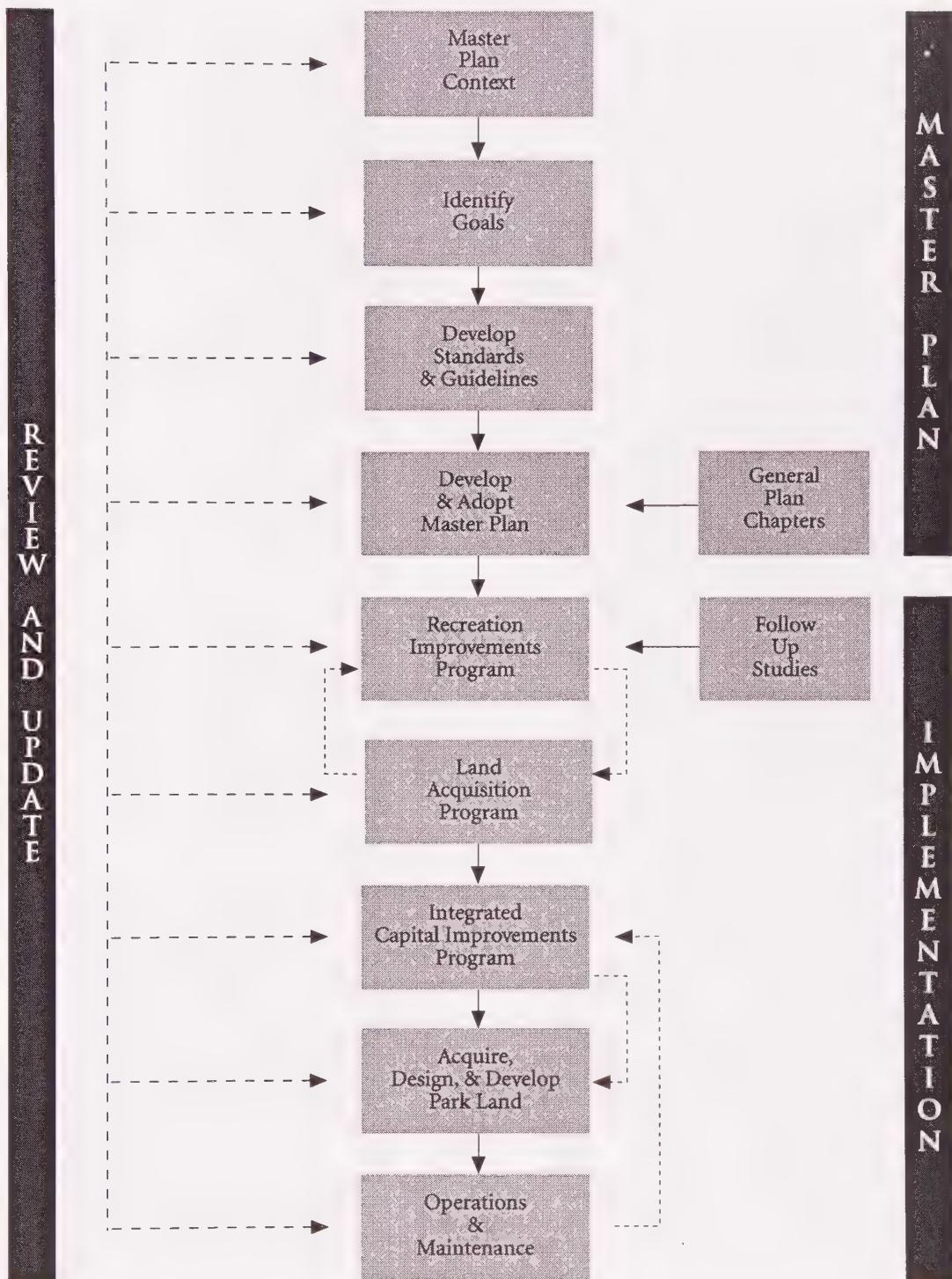
❖ Satisfaction with System

Overall, Fremont residents are very satisfied with the City's park system. More than 90% of the respondents to the community-wide telephone survey stated that they are very or somewhat satisfied with programs offered by the Leisure Services Department, parks maintenance, and the overall system of City parks and recreation facilities.

❖ Frequency of Park Use

Generally, citywide parks reflected higher levels of use than neighborhood parks. Central Park is the most frequently used park in Fremont.

Figure 2-1
Master Plan and Implementation Process



Community Image and Identity

Fremont's community views the parks and recreation system as a significant contributing element to the positive image, well-being, and identity of their city.

Community Recreation Needs

Participants in the workshops expressed the need for the parks and recreation system to further reflect the cultural and ethnic diversity of the community.

Implementation

Residents expressed the need to increase the public's awareness of parks and recreation opportunities, to improve access to larger parks, and to build community and political support. Residents also recognized the need to balance community expectations with the practicalities of implementation, including funding capacities and limitations, maintenance, and land availability.

COMMUNITY INVOLVEMENT

The Master Plan is driven by the needs and concerns of Fremont residents. The planning process proactively sought community involvement through a community survey, a series of community workshops, study sessions with the Recreation Commission and the City Council, and public meetings. The goals and objectives are contained in the latter part of this chapter.

The following provides a brief synopsis of the public process.

COMMUNITY SURVEY

A random sample telephone survey of 400 Fremont households was conducted in October 1993. The survey provided an opportunity for City of Fremont residents to participate in the development of the Parks and Recreation Master Plan, gaining input from a broad representative sample of Fremont residents. The random aspect of the survey solicited opinions from residents who may not otherwise participate in the public workshops, Recreation Commission or City Council meetings. Opinions of these residents provided a balanced view of the recreation patterns and preferences of Fremont's citizens. The survey also

provided data which will be useful in preparing the Recreation Improvements Program (following adoption of the Master Plan), when recommendations about prioritizing and funding specific facilities and improvements will be made.

Survey results reflected a high level of willingness in the community to pay a monthly assessment to finance needed recreation facility improvements. Nearly three quarters, 73%, expressed willingness to pay an \$8 monthly assessment. Of this 73%, 63% stated their willingness to pay a \$12 monthly assessment.

The survey did not identify any major problems or concerns with the parks and recreation system. The Master Plan assumes that completion and maintenance of the parks and recreation system in a manner similar to the existing system would ensure a continuing high level of satisfaction for the citizens of Fremont.

Table 2-1 (pages 24-25) summarizes major survey findings regarding recreation facility use and desired improvements.

COMMUNITY WORKSHOPS

A total of three community workshops were held in 1993 and 1994 to involve residents in the development of the Master Plan. Overall, a high level of satisfaction with the City's parks and recreation system was expressed by those attending the community workshops. However, workshop participants expressed concern about the potential impacts of deferred maintenance and increased facility development on the current park system. Also, interest in land banking for future park development was expressed as an alternative to no growth in the system, until maintenance and development issues can be addressed.

STUDY SESSIONS

A total of five study sessions were held with the Recreation Commission in 1993 and 1994. During the study sessions, the Recreation Commission reviewed and discussed facts, survey results, issues, and alternative concepts for land acquisition and development pertaining to the Master Plan. The study sessions were used to inform the Commission on the progress of the Master Plan, to review input gained from the community workshops, and to provide advice and direction in the preparation of the Master Plan's goals, standards, policies, and guidelines.

Two study sessions were held with the City Council. The City Council provided guidance on policies, standards, goals, and guidelines in the Master Plan.

Table 2-1
**Major Findings from Community Survey
Recreation Facility Usage and Improvements**

- ❖ Respondents expressed overwhelming satisfaction with the City's current parks and recreation system, programs, maintenance, and services. More than 90% stated they were very or somewhat satisfied with the system.
- ❖ 90% of the respondents reported that members of their household use Fremont parks, recreation facilities, and programs.
- ❖ The six recreation activities cited as being most often undertaken by Fremont households included (in order of use):
 - ⇒ Walking/Hiking/Jogging
 - ⇒ Picnicking
 - ⇒ Bicycling
 - ⇒ Using playgrounds/tot lots
 - ⇒ Live theater or concert attendance
 - ⇒ Golf
- ❖ Respondents reported willingness to travel approximately three miles to use grassy areas and tot lots, four miles for outdoor swimming, and five miles or more to participate in organized sports.
- ❖ Slightly under half (45%) of the respondents expressed concern about non-resident use of City parks and recreation facilities.
- ❖ Fremont parents reported that, on average, they were comfortable with a child of 12 to 13 years of age traveling alone to a public park. Nearly eight of every ten households (78%) reported that they would only feel comfortable allowing their children to travel alone for less than one mile.
- ❖ The parks with the highest reported incidence of usage include, in order of use, Central Park, Ardenwood Regional Preserve, Mission Peak Regional Preserve, Centerville Community Park, and Niles Community Park.

Table 2-1 (Continued)
Major Findings from Community Survey
Recreation Facility Usage and Improvements

- ❖ Nearly three of every four respondents expressed a willingness to pay \$8.00 per month to fund additions and improvements to the City's recreation system.

- ❖ Of all the historic facilities in the City asked about in the survey, Niles Depot showed the highest community awareness and visitation response (36%). More than half of the survey respondents had no knowledge of Williams Historical Park, California Nursery Historical Park, and Vallejo Mill Historical Park. Similarly, 48% of the respondents had no knowledge of Shinn Historical Park and Arboretum or the Shinn House.

- ❖ More than 80% of the respondents indicated a desire for the City to provide more than just basic maintenance of existing historical facilities.

- ❖ When asked to choose one recreation facility they would like to add in the City, the respondents provided the following top five responses (listed in order):
 - ⇒ Cultural Arts Center
 - ⇒ Teen and Youth Facilities/Programs
 - ⇒ Indoor swimming and gymnasium facility (tied with golf course)
 - ⇒ Golf Course
 - ⇒ Pool for Recreation Swimming

- ❖ Only one facility tested in the survey, "teen and youth club facilities/programs," garnered a "high need" rating by more than half of the respondent households.

- ❖ Following closely behind this leading response of high-need facilities (listed in order of need) were:
 - ⇒ Cultural arts center
 - ⇒ Indoor swimming and gymnasium facility
 - ⇒ Senior facilities and programs (ranked equally with bike/jogging paths)
 - ⇒ Bike and jogging paths

PUBLIC MEETINGS

The planning process included a series of public meetings with the Recreation Commission, Planning Commission, and City Council, providing the opportunity for further public input. With the unanimous recommendations of the Recreation Commission and Planning Commission, the City Council approved the Master Plan and General Plan amendments on 14 February 1995.

GOALS AND VISIONS FOR PARKS AND RECREATION

The process of developing policies for the Parks and Recreation Master Plan began with the goals and policies of the General Plan, and proceeded to more specific goals, policies, and objectives which evolved out of the planning process. The goals identified by the public, the Recreation Commission, the City Council, and city staff during early meetings and workshops have refined and updated the more general goals previously established in the General Plan.

FREMONT GENERAL PLAN

The Fundamental Goals of the Fremont General Plan are the starting point for development policies pertaining to parks and recreation. The policies in the Parks and Recreation Master Plan are consistent with and implement the General Plan's fourteen Fundamental Goals, and specifically relate to the following (*italics added for emphasis*):

- F-3: Maintain the cityscape's "*open feeling*" - conserve the hill face, the views, open space, *parks*, and landscaped boulevards.
- F-8: Provide a *diversity* of residential, *recreational*, cultural, employment, and shopping opportunities.
- F-10: Responsibly manage *public services* and equitably distribute *public facilities and services* to the maximum degree feasible.
- F-12: Ensure that availability of *parks and recreational facilities and opportunities* meet the City's diverse needs.

NEW AND REVISED GOALS AND VISIONS

The goals and visions of the 1991 General Plan, as well as those developed by the public, the Recreation Commission, the City Council, and city staff, were evaluated during the development of the Master Plan. Particular attention has been paid to General Plan Fundamental Goals F-10 and F-12, given the limited financing available for public facilities and services.

The direction of Fundamental Goal F-10 to "responsibly manage public services" is consistent with the Master Plan's emphasis on funding and on operational and management aspects of Fremont's parks and recreation facilities. This Master Plan does not include policies based solely on local needs and desires or national standards. Instead, the City's ability to acquire land, construct improvements, and then maintain parks and recreation facilities has been evaluated against the community's desires for diverse parks and recreation facilities and programs.

In the past, the dictate of Fundamental Goal F-10, to "equitably distribute public facilities and services to the maximum degree feasible," could have been interpreted to mean that parks and recreation facilities must be located according to strict spatial (i.e., distance) criteria. In today's world, however, most communities like Fremont, which are nearly fully developed, have developed over a long period of time with a variety of standards and degrees of application of those standards. Such communities typically do not have sufficient funds or an affordable supply of vacant or underutilized land suitable for parks and recreation uses that is evenly distributed throughout the jurisdiction's geographic area.

Fortunately, Fremont does not have areas with major deficiencies in parks and recreation facilities. Also, the increased mobility of current and future residents mitigates the need to comply with a strict spatial approach to locating parks and recreation facilities. The community survey shows that the public most often uses citywide parks; is willing to travel reasonable distances to parks and recreation facilities; and is particularly interested in specialized and diverse new recreation facilities and opportunities, such as programs for teens and youth, cultural arts, and golf. Consequently, the emphasis in the Master Plan is on identifying ways to efficiently maintain and enhance existing facilities and to acquire, develop, and effectively maintain needed additional parks and facilities to meet the community's diverse needs well into the 21st century.

PARKS AND RECREATION CHAPTER OF THE GENERAL PLAN

The Parks and Recreation Chapter of the Fremont General Plan contains Fremont's goals and objectives for parks and recreation. *Goals* are a general policy statements regarding future development, operation, and maintenance of Fremont's parks and recreation system. The objectives that follow each goal further define the goal and provide direction toward the standards, guidelines, and processes needed to implement the Master Plan.

The Goals and Objectives in the Parks and Recreation Chapter of the General Plan are:

Goal 1 **Parks and recreation facilities to meet the community's needs.**

Objective PR 1.1 A range of parks and recreation facilities serving the needs of a large and diverse population and accessible to all residents.

Goal 2 **Park lands and recreation facilities to reflect Fremont's image and identity.**

Objective PR 2.1 Parks and recreation facilities reflecting the unique attributes of Fremont.

Objective PR 2.2 Minimum feasible environmental impact of new park and recreation facilities on their surroundings

Objective PR 2.3 Central Park managed for its long term environmental health and vitality.

Goal 3 **Active implementation of parks and recreation objectives to maintain Fremont's leadership role in the region.**

Objective PR 3.1 Keep City policies for parks and recreation facilities up to date and reflective of changing community trends and needs.

The goals, objectives, and policies contained in the Parks and Recreation Chapter of the General Plan serve as the foundation of the Master Plan and will be used to guide the implementation process for the Master Plan.



CHAPTER THREE

STANDARDS AND GUIDELINES

The policies for development of facilities in citywide, neighborhood, historic, and mini parks include both *standards* and *guidelines*. The intent of establishing standards is to guarantee the provision of certain baseline facilities within parks by committing expenditure of development impact fees for recreation facilities. This assures a level of uniformity of facilities among parks serving similar functions. The establishment of *standards* for facilities creates an obligation to provide funding to achieve the standard. This obligation is incurred because the City uses standards as the basis for establishing impact fees for park development. *Guidelines* provide direction in making decisions about resources, without a commitment to provide funding for the resources. *Guidelines* assure the system will be completed with like-type facilities. The standards and guidelines represent the level of development that needs to occur to ensure that the parks and recreation system meets the needs of Fremont's population.

The adoption of park standards commits the City to provide the facilities included as standards in existing City parks. The cost for providing the required improvements to retrofit existing parks according to the standards is not expected to be significant. The City is committed to providing these required improvements.

The community expressed a high level of satisfaction with the parks and recreation system, thus not requiring major changes. The continued expansion, refinement, and adaptation of the overall park system to meet the evolving needs of the community will maintain this high level of citizen satisfaction.

MAJOR CONCLUSIONS

During the planning process, a series of alternatives for the acquisition of park land and the development of facilities were reviewed. These alternatives sought to maintain and continue the quality of the existing park system in balance with the City's ability to fund the desired improvements, as well as their operation and maintenance. This review resulted in the identification of both a *standard* and a *goal* for the acquisition and development of park land, recognizing that inclusion of only a standard in the Master Plan would likely result in the City

achieving the minimum desired parks and recreation system. The City's desire to continually seek to improve upon the existing parks and recreation system is reflected in the goal for land acquisition and development.

The *standard* and *goal* for park land acreage are:

- ❖ The City will acquire and develop park land at an *acreage standard* of 5.0 acres per 1,000 new residents.
- ❖ The City's *acreage goal* is to acquire and develop park land at 5.79 acres per 1,000 new residents (the ratio in 1990).

The park land acreage *standard* for acquisition and development of park land in the City of Fremont is 5.0 acres per 1,000 residents. This standard reflects the desire to provide and maintain a parks and recreation system that is reasonably related to the level of services provided by the current system and with the level of satisfaction expressed by the Fremont community.

The acreage *goal* of 5.79 acres per 1,000 new residents reflects the ratio of park land to resident population ratio in 1990. The City hopes to maintain this ratio by supplementing City-owned park land with additional park and recreation facilities made available through long-term leases, joint use agreements with other public agencies, as well as other cooperative arrangements. Such facilities must be used as parks (per the standards and guidelines set forth in the Master Plan), be under the control of the City although (City ownership is not required), and be managed for public use under a long-term agreement. Also, the City's goal is to provide special recreation facilities beyond those identified in the park standards and guidelines. Examples of special facilities include an indoor swimming and gymnasium facility, a cultural arts complex, a golf course, and community centers.

PARK CATEGORIES

The categories of parks and the standards and guidelines for recreation facilities in the Master Plan reflect a simplification of prior policies in order to achieve the following objectives:

SIMPLIFY THE NAMING SYSTEM

Previously there were eight categories of parks in the City's system. These categories were overly complex, creating park types too narrow in definition to be practical for planning and implementation purposes. The Master Plan includes four categories of parks: citywide, neighborhood, mini, and historic. The Master Plan merges "community" parks into "citywide" parks, and "mini/pocket" and "trail" parks (linear parks sited between housing units, often serving as neighborhood parks) into "mini" parks.

"School parks" (parks operated by the City in a joint use agreement with the School District) are not included in the park inventory because of the City's limited ability to guarantee the status of school parks as permanent elements of the park system. Existing and future school parks will continue to function as neighborhood parks as long as they are under a use agreement between the City and the Fremont Unified School District. However, these parks do not carry any requirements for baseline recreation facilities.

CLEARLY DEFINE PARK FUNCTIONS, STANDARDS, AND GUIDELINES

A second objective is to clearly define the range of appropriate functions of Fremont's parks. Previous park definitions were sometimes inconsistent in terminology and often conflicted with actual improvements in parks. The definitions, standards, and guidelines in the Master Plan eliminate these inconsistencies and conflicts and provide direction for improvements in the park system.

An example of this refinement of standards and guidelines is the elimination of service radius as a standard in park development. The service radius refers to an area assumed to be within a reasonable and accessible distance from a park, which in turn identifies the population base the park is intended to serve. While useful as a planning tool in developing cities, service radius standards are not applicable to cities, such as Fremont, which are nearing buildout and have limited available land. Also, the community survey revealed that Fremont's residents were willing to travel five miles or more to participate in recreation activities common to citywide parks.

Another refinement is the elimination of the standard for community centers. The prior standard committed the City to develop a total of nine community centers. Due to the significant existing deficiency of community centers created by the prior standard and the financial obligation that the deficiency would create, the standard is eliminated with the adoption of the Parks and Recreation Chapter of the General Plan. Community centers are considered to be special facilities.

PROVIDE GUIDANCE WHILE MAINTAINING FLEXIBILITY

The standards and guidelines for facilities are sufficiently specific in nature to ensure appropriate facility development and activity programming of the four categories of parks, while preserving flexibility in decisions relating to specific facilities. Flexibility is critical in preserving the City's ability to respond to future needs and desires of the community and other factors which may modify the current mix of recreation facilities in the City's parks.

PARK STANDARDS AND GUIDELINES

The following provides an overview of the standards and guidelines for the four categories of parks. Tables 3-1 through 3-4 (pages 34-37) contain the definitions, standards, and guidelines for citywide, neighborhood, mini, and historic parks. Table 3-5 (page 38) contains a description of the purpose of school parks. Table 1-2 (page 11) provides a listing of Fremont's parks sorted by category.

CITYWIDE PARKS

Citywide parks provide facilities which serve the needs of the entire community. Citywide parks can also provide facilities typical of neighborhood parks for nearby residents. Citywide parks are not necessarily uniform in the facilities they provide but would have "similar" improvements (as expressed in facility guidelines) to ensure satisfaction of future residents. The greater size and accessibility of these parks allow for more active play than found in neighborhood parks.

A noteworthy outcome from the community survey conducted in October 1993 was that Fremont residents are willing to travel from three to over five miles to use a particular facility or participate in a specific recreation activity. This supports completion of the park system by providing desired facilities wherever the opportunity exists. Thus, the "citywide" concept affords the City the ability

to take the fullest advantage of the availability of land for future park acquisition and development, thereby providing maximum flexibility in expanding park acreage and recreation facilities.

NEIGHBORHOOD PARKS

Neighborhood parks provide for the daily recreation needs of residents in the area of the park. They contain limited active recreation opportunities, such as, hard surface playing courts and multipurpose fields.

MINI PARKS

Mini parks include parks previously categorized as trail parks and mini/pocket parks, as well as three small parks (California Terrace, Noll and Plaza) previously designated as neighborhood parks. Because of their small size and/or configuration, these parks do not provide the same baseline facilities as neighborhood parks. These parks provide for neighborhood recreation functions in a more limited manner than neighborhood parks. Future mini parks will require a dedicated funding mechanism for operations and maintenance, due to the high cost of maintaining these small parks.

HISTORIC PARKS

Historic parks provide a means of preserving and interpreting historic structures and sites. Their secondary purpose, when appropriate, is to serve and enhance citywide recreation needs.

SCHOOL PARKS

School parks are leased by the City from the School District. These parks are not permanently committed to park use. School parks function as neighborhood parks, but are not bound by any guidelines or standards for recreation facilities.

Table 3-1
**Citywide Park
 Standards and Guidelines**

Purpose	Citywide parks provide for a diverse range of recreational and cultural activities. These parks provide for the active and passive recreation needs for the largest portion of the City's population. Citywide parks are appropriate for the siting of special facilities. Citywide parks can also serve as neighborhood parks for nearby residents.
Base Facilities: Standards	<ul style="list-style-type: none"> • Restroom(s) • Drinking fountain(s) • Picnic tables and barbecues • Grass area with trees • Play area with play equipment • Benches • Trash cans • Active recreation, such as facilities for organized, league practice, and pickup games (ball fields, tennis, etc.) and citywide recreation buildings and sports complexes. A portion of the active recreation facilities should be lighted for night use. • Passive recreation, such as picnicking, strolling, and informal play • Pathway and parking lot lighting • On-site parking
Recreation Facilities: Guidelines	<p>Provide cultural opportunities and active and passive recreation opportunities:</p> <ul style="list-style-type: none"> • Cultural facilities, such as, theaters, museums, and festival grounds • Natural areas <p>Provide facilities as needed to support the park functions, such as:</p> <ul style="list-style-type: none"> • Office and storage • Bicycle parking • Curb-side parking
Optional Facilities: Guidelines	As appropriate, but must be recreation oriented and complementary to the park functions.
Service Area Standard	None
Size Standard	None

Table 3-2
**Neighborhood Park
 Standards and Guidelines**

Purpose	Neighborhood parks provide for the daily recreation needs of residents in the area of the park. The primary recreation use is informal leisure and free play. Active recreation is limited to informal "pick up" games and practice activities.
Base Facilities: Standards	<ul style="list-style-type: none"> • Grass area with trees • Play area with play equipment • Bench(s) • Trash can(s) <p>Provide limited active and passive recreation opportunities.</p> <ul style="list-style-type: none"> • Limited active recreation, such as hard surface playing courts (basketball, tennis, etc.) and multipurpose sports fields for informal "pick up" games and practice activities • Passive recreation, such as picnicking, strolling, and informal play
Recreation Facilities: Guidelines	<p>Provide passive recreation opportunities:</p> <ul style="list-style-type: none"> • Natural areas <p>Provide limited facilities as needed to support the park functions, such as:</p> <ul style="list-style-type: none"> • Drinking fountains • Barbecues and picnic tables • Pathways
Optional Facilities: Guidelines	As appropriate, but must be recreation oriented and complementary to the park functions
Service Area Standard	None
Size Standard	None

Table 3-3
Mini Park
Standards and Guidelines

Purpose	Mini parks provide for limited recreation needs of residents in the area of the park. The primary recreation use is informal leisure and free play. Site constraints (size and configuration) may limit recreation use.
Base Facilities: Standards	Future mini parks must be accompanied by a funding mechanism acceptable to the City for purposes of operations and maintenance.
Recreation Facilities: Guidelines	<p>Provide limited active and passive recreation opportunities.</p> <ul style="list-style-type: none">• Limited active recreation, such as hard surface playing courts (basketball, tennis, etc.) and multipurpose sports fields for practice and "pick up" games• Passive recreation, such as picnicking, strolling, and informal play <p>Provide limited facilities as needed to support the park functions, such as:</p> <ul style="list-style-type: none">• Drinking fountains• Barbecues and picnic tables• Pathways
Optional Facilities: Guidelines	As appropriate, but must be recreation oriented and complementary to the park functions
Service Area Standard	None
Size Standard	None

Table 3-4
**Historic Park
Standards and Guidelines**

Purpose	The primary purpose of historic parks is the preservation of historic structures or sites. The secondary aim is to provide a place to serve and enhance citywide activity needs.
Recreation Facilities: Guidelines	Varies
Optional Facilities: Guidelines	Varies
Service Area Standard	None
Size Standard	None

Table 3-5
**School Park
Standards and Guidelines**

Purpose	Leased by the City from the School District. These parks are not permanently committed to park use. School parks function as neighborhood parks, but are not bound by any facility guidelines or standards.
Base Facilities Standards:	Not required
Recreation Facilities: Guidelines	Not required
Optional Facilities: Guidelines	Not required
Service Area Standard	None
Size Standard	None

CRITERIA FOR SELECTION OF PARK SITES

Careful consideration must be given to the physical, regulatory, and legal characteristics of land before it is purchased or accepted for dedication as city-owned park land. The following criteria will be utilized on a case-by-case assessment of parcels for acquisition or dedication as city-owned park land. The City of Fremont maintains discretion to accept land proposed for dedication. Historic parks are considered special cases and may not be governed by the same criteria used for citywide, neighborhood, and mini parks.

❖ **Physical Configuration**

Parcels proposed to be developed as citywide, neighborhood, or mini parks must be able to accommodate the proper siting of the appropriate facilities intended for those park types. Adequate space for support facilities, pedestrian and vehicular circulation, and safety zones must also be provided.

❖ **Topography**

Parcels proposed to be developed as citywide, neighborhood, or mini parks should have average slope gradients no greater than five percent (5%), to provide flat, usable recreation spaces. Limited areas of greater slope may be acceptable as natural areas and will be evaluated on a case-by-case basis.

❖ **Encumbrance**

Park sites acceptable for acquisition or dedication would optimally be without encumbrances and restrictions, such as dedicated easements, power lines, and geologic hazard zones. Exceptions will be evaluated on a case-by-case basis, with full disclosure of such encumbrances by the current property owner and the value of the land discounted accordingly. The City of Fremont maintains discretion to approve the proposed discounting of the land.

❖ **Access**

Pedestrian, bicycle, and vehicular access to proposed park land must be accommodated in a safe manner, and with consideration to minimizing impacts of vehicles on the surrounding street system.

Environmental Constraints

The presence of hazardous materials, unsafe environmental conditions, and environmental conditions which could limit development, such as wetlands and flood plains, must be evaluated.

Compatibility with Surrounding Land Uses

The compatibility of the activities and functions of the proposed park with surrounding land uses must be evaluated.

Maintenance Impacts

Unique physical characteristics of land, such as unusual shape or small size, can create maintenance impacts disproportionate to their value to the park system. Thus, the maintenance impacts of new park land must be considered in relation to the size, shape, and other unique characteristics of the parcel and types and quantities of proposed facilities.

Recreation Commission Review

The Recreation Commission will review and make recommendations about any parcel under consideration for acquisition or acceptance for dedication as a city-owned, operated, or maintained park. The Recreation Commission will review proposed park land according to the goals, standards, and guidelines of this Master Plan, including physical, economic, and recreation considerations. Proposed parks not in City ownership (such as parks to be operated under a lease or joint use agreement) will be evaluated for their long-term ability to provide parks and recreation services.

• Capital Improvements, Operations, Maintenance, and Supervision Costs

Costs associated with the capital improvements, operations, maintenance, and supervision requirements for proposed parks must be considered prior to acquisition and development of park land and recreation facilities. For example, the City must consider the costs of retaining, stabilizing, and enhancing historic parks prior to accepting the responsibility for these parks.



CHAPTER FOUR

FINANCING

This chapter contains the City's policies for financing acquisition and development of park land and recreation facilities. These policies address the financing of parks, recreation facilities, and special facilities, such as an indoor swimming and gymnasium facility, a cultural arts facility, golf courses, and community centers.

The Master Plan establishes the relationship, or nexus, between new residents and the provision of new park and recreation improvements. Fremont's current residents expressed overwhelming satisfaction with the City's existing parks and recreation system, programs, and maintenance services. Increases in Fremont's population will create a corresponding increase in the demand for parks and recreation facilities and services. Use of the current system by new residents would diminish the system's capacity and resources to serve the existing population, resulting in a decrease in the level of service of the parks and recreation system currently enjoyed by Fremont's residents. It is reasonable to expect that new residents will create the demand for a parks and recreation system similar to the existing system and will, therefore, require standards for land acquisition and facility development to assure the continuation of the quality of the system.

MAJOR CONCLUSIONS

- ❖ The City's parks constitute a citywide system. Fremont residents expressed a willingness to travel widely within the City to use various parks and recreation facilities.
- ❖ This Master Plan includes an acreage standard for park acquisition and standards and guidelines for park development. It is important to highlight the difference between a *standard* and a *guideline*. A *standard* creates a commitment on the part of the City (and therefore an obligation to provide funding) to

achieve that standard. A *guideline* provides guidance and direction in decision-making.

- ❖ Special facilities, including community centers, an indoor swimming and gymnasium facility, a cultural arts facility, and golf courses are more appropriately financed by city-wide mechanisms or external funding sources and not by development impact fees.
- ❖ State and federal grants, gifts, and bequests, and other external sources of funds will, to the maximum extent possible, be sought to finance special facilities and to acquire land to attain the City's goal of 5.79 acres per 1,000 residents.

PUBLIC FINANCE CONSIDERATIONS IN THE 90S

Like most municipalities in California, the City of Fremont is under substantial fiscal pressure due to limits on property taxes (Proposition 13), the economic recession in California, state and federal cutbacks in local grant programs, and recent "takebacks" of local revenues by the State.

Although Proposition 13 was passed by California voters in June 1978, much of its impact was offset through the 1980's by economic growth. Expansion of the job base led to increased business and personal spending, which in turn led to continuing increases in sales tax revenues. Job and population growth stimulated real estate development, which in turn led to increased property tax assessments. In cities throughout California, other revenues, such as, property transfer taxes, business license taxes, utility user taxes, and transient occupancy taxes also increased as a result of economic expansion.

The recession began in the late 1980's, and continues today. In most of California, payroll jobs declined steadily through the early 1990's. Unemployment rates increased and remained well above national rates. Consumer and business spending fell and, consequently, sales and use tax revenues also fell. New residential and nonresidential construction also fell off sharply. The market value of existing property, both residential and commercial, also declined in much of California. As a result, the expansion of the property tax base, which had generally prevailed throughout the 1980's, slowed dramatically. Meanwhile, personnel, health care, and other costs of producing municipal services continued to rise.

These impacts were felt not only at the local level but also at the state level. Growth in individual and corporate income tax revenues, along with sales tax revenues, slowed. Concurrently, the recession intensified the growth in various state entitlement programs. The State responded, in part, by taking back some of the revenues that it had provided to local governments to cushion the impact of Proposition 13. The State did this by reducing its contribution to local education and offsetting the reduction with a shift of property tax revenues from cities and counties to school districts.

California voters rejected various statewide bond measures with increasing frequency through the 1990's. In June 1994, the voters rejected all of the bond measures submitted, including Proposition 180, which would have established a state parks grant program. Meanwhile, pressures at the federal level to reduce the budget deficit resulted in reduction or elimination of a wide range of grant-in-aid programs, including those in parks and recreation.

DEVELOPMENT-RELATED FINANCING

In response to the new fiscal realities heralded by Proposition 13, local governments in California have increasingly turned to various forms of development-related financing to provide the public improvements required to serve new development. In return for the right to develop property, a developer provides land, improvements, and/or fees required to provide services to the new residents who will live in the new development.

Section 66000 (et seq.) of the State of California Government Code establishes a demanding set of requirements for development impact fees. This section of the Government Code (enacted as AB 1600) requires a local agency that establishes, increases, or imposes a development impact fee as a condition of development after 1 January 1989 to do the following:

- ❖ Identify the fee's purpose.
- ❖ Identify the fee's uses.
- ❖ Establish a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.
- ❖ Determine whether there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.

Section 66477 of the Government Code (known as the Quimby Act) grants cities and counties authority to require the dedication of park land or payment of fees in lieu of park land from a residential subdivision. The Quimby Act establishes a maximum requirement of 5.0 acres of park land per 1,000 resident population. This is the maximum amount of land Fremont can require a developer to provide based on the authority of the Quimby Act.

CURRENT FUNDING MECHANISMS

The City of Fremont has adopted fee requirements for parks and recreation improvements under both the Quimby Act and under its general authority over land use, codified by AB 1600. These fees apply to both subdivided and non-subdivided residential land. The fees can be used for land acquisition and development. The Quimby Act fees can also be used for rehabilitation of parks and recreation facilities. In addition, all new residential development pays a development impact fee for development of parks and recreation facilities.

Exactions from new residential development can only be used to fund the acquisition and development of parks and recreation improvements that are acquired or constructed to serve new residential development. Any new park or recreation improvement needed to serve existing residents must be funded from sources other than future development impact fees.

It is important to note that, in the past, the City has acquired park land through a variety of mechanisms: direct purchase, dedication from developers, and gifts. When land was purchased, the City did not usually utilize a portion of the acquisition funds for development of the land. Thus, some of the land acquired prior to 1991, when the City Council adopted park development impact fees for both acquisition and development, has not been fully developed. Limited funds collected prior to 1991 are available for development of this land.

Table 4-1 *Park Funds* (page 47) identifies the City's park funds, the uses for which monies in the funds can be applied, and estimates of the total amount of money within each fund expected to be available through fiscal year 1994/95. The monies in these park funds can be used to pay for acquisition and development of land and facilities, and certain rehabilitation purposes for the City's population as of 1995, according to the City's standards for parks and facilities. Some of these monies could be used to develop currently undeveloped park land acquired prior to 1991.

Table 4-1
Park Funds

Fund Number	Fund	Available Through FY 1994/95 (000's)	Allowed Use		
			A	D	R
182	Park Benefit - Undesignated	\$698	●	●	●
530	Park Benefit Fees - Quimby (1 Jan 89 - 30 Nov 91)	\$1,384	●	●	●
532	Park Benefit Fees - AB1600 (1Jan 89 - 30 Nov 91)	\$49	●	●	
533	Park Facility Impact Fees - AB 1600	\$1,095		●	
536	Park Dedication Fees - Quimby (after 1 Dec 91)	\$2,025	●		●
537	Park Dedication Fees - Non-Subdivision - AB 1600	\$0	●		
539	Park Land Development	\$3,430	●		
Total:			\$8,681		

Note: A = Acquisition, D = Development, R = Rehabilitation

The figures in this table are estimates and may vary depending on actual revenues collected.

DEVELOPMENT IMPACT FEES COLLECTED FROM FUTURE RESIDENTIAL DEVELOPMENT

These funds can only be used to pay for park land and recreation facility needs created by new residents. They cannot be used to rectify deficiencies in park land or facilities existing at the time of fee adoption. However, a portion of the fees could be used for improvements to existing parks which expand the recreation capacity of the parks and recreation facilities for the new residents.

Development impact fees are the City's sole source of funds dedicated for acquisition of park land and development of facilities. Currently, these fees are based on an average land cost for the entire city. Park land may be more (or less) expensive than this average figure. Therefore, the actual number of acres which could be purchased with development impact fees may be less than (or greater than) assumed by the development impact fee. Upon adoption of the Master Plan, the City will undertake an update of development impact fees for parks and recreation facilities. This update will include an analysis of the current average cost for acquisition of park land.

The update of the impact fees will also include an analysis of the costs of development of parks, based upon the park standards contained in the Master Plan. This will allow the City to project the costs of park development related to population growth. This analysis will be used to examine the ability of the fees to achieve the standards of the Master Plan. This review is important for responsible decision-making regarding the quality of the parks system currently enjoyed by Fremont's residents. This review will also ensure that future residents bear their fair share of the costs for the parks and recreation system.

Refer to Table 4-2: *Cost Model for Development of Citywide Parks* and Table 4-3: *Cost Model for Development of Neighborhood Parks* (pages 50-51) for a methodology to estimate the costs of new parks. These models will undergo further refinement during the implementation of the Master Plan.

ACQUISITION AND DEVELOPMENT OF SPECIAL FACILITIES

Special facilities tend to be unique and are relatively expensive to develop. An indoor swimming and gymnasium facility, a cultural arts facility, public golf courses, and new community centers, all of which have been discussed in Fremont over the years, are examples of special facilities.

The development of special facilities, while not a standard, is a goal of the City. As such, special facilities do not contribute to the City's standard of 5.0 acres per 1,000 new residents. There is limited potential for financing a portion of special facilities with development impact fees. Therefore, the City will seek broad-based mechanisms to finance the land acquisition and development of such facilities. State and federal grant monies, gifts, bequests, and other external sources of monies will, to the maximum extent possible, be used to fund such facilities. The City will pursue such external funding sources as opportunities arise. The City will also explore public-private cooperative mechanisms, such as public ownership coupled with private operation. In the future, the City may wish to consider using revenues from development impact fees to finance some portion of the cost of special facilities. In order for this to occur, a financing plan providing for the current community's funding obligation for such facilities would need to be prepared.

RESIDENTS' WILLINGNESS TO PAY FOR PARKS AND RECREATION FACILITIES

In addition to federal and state grant programs, gifts and bequests, and public-private cooperative mechanisms, there are several ways to fund special facilities. Such mechanisms include special benefit assessments (e.g. Landscape and Lighting Districts), General Obligation bonds, general taxes (such as utility taxes) and special taxes earmarked by the City Council for parks and recreation purposes. While requirements for voter approval vary among such mechanisms, very strong resident support will be required for such new funding sources.

In the community survey conducted for the Parks and Recreation Master Plan, residents expressed a willingness to fund new parks and recreation facilities to expand the range of facilities available to existing residents. The survey found that 73% of Fremont residents would be willing to pay \$8 monthly (\$96 annually per household) and of this 73%, 63% would be willing to pay \$12 monthly (\$144 annually per household) to finance new parks and recreation facilities. The \$8 monthly assessment would yield close to \$6 million annually, while the \$12 monthly assessment would yield almost \$9 million annually. Under the terms of typical municipal bonds, these annual revenues would support improvements ranging from about \$70 million to slightly over \$100 million. Recent voter rejection of bond financing for the Police Building and a parcel tax for the library system, however, could raise questions about community support of assessments for the park system.

The Master Plan makes no recommendation about new taxes or assessments for recreation facilities at this time.

Table 4-2
Cost Model for Development of Citywide Parks

		Acres of Park Land			
		Cost/Acre (rounded)		\$	
Description	Unit	Unit Cost	Quantity	Extension	Cost
Off Site Construction					
Pre-Landscape Construction Preparation					
Clearing, Demolition,	SF				
General Site Work					
Rough Grading	SF				
Drainage	SF				
Utilities	SF				
Paving					
Parking Spaces - Lighted	EA				
Pedestrian/Vehicular Paths	LF				
Planting and Irrigation (Excluding Athletic/Play Fields)					
Irrigation	SF				
Fine Grading / Soil Prep	SF				
Trees - 15 Gal.	EA				
Groundcover / Shrubs	SF				
Lawn - Seeded	SF				
Mulch	SF				
90 Day Maintenance	SF				
Site Furnishings					
Typical Cluster	EA				
Pedestrian Lighting					
Allowance	SF				
Playgrounds/Tot Lots					
Allowance	EA				
Picnic Areas					
Allowance	EA				
Softball: Organized					
Allowance for 1 field	EA				
Lighting	EA				
Soccer/Football: Organized					
Allowance for 1 field	EA				
Basketball					
Allowance for 1 court	EA				
Lighting	EA				
Tennis Courts					
Allowance for 1 court	EA				
Lighting	EA				
Restroom Building					
Allowance for 600 SF Building	EA				
				Subtotal	\$0
Program Contingency					\$0
Construction Management					\$0
Consultant Cost					\$0
Consultant Cost Contingency					\$0
				Grand Total	\$0

Note: EA = each; LF = linear feet; SF = square feet

Table 4-3
Cost Model for Development of Neighborhood Parks

Acres of Park Land					
Cost/Acre	(rounded)	\$			
Description	Unit	Unit Cost	Quantity	Extension	Cost
Off Site Construction					
Pre-Landscape Construction Preparation					
Clearing, Demolition,	SF				
General Site Work					
Rough Grading	SF				
Drainage	SF				
Utilities	SF				
Paving					
Pedestrian/Vehicular Paths	LF				
Planting and Irrigation (Excluding Athletic/Play Fields)					
Irrigation	SF				
Fine Grading / Soil Prep	SF				
Trees - 15 Gal.	EA				
Groundcover / Shrubs	SF				
Lawn - Seeded	SF				
Mulch	SF				
90 Day Maintenance	SF				
Site Furnishings					
Typical Cluster	EA				
Playgrounds/Tot Lots					
Allowance	EA				
Picnic Areas					
Allowance	EA				
Basketball					
Allowance for 1 court	EA				
				Subtotal	\$
				Program Contingency	\$
				Construction Management	\$
				Consultant Cost	\$
				Consultant Cost Contingency	\$
				Grand Total	\$

Note: EA = each; LF = linear feet; SF = square feet

OPERATIONS AND MAINTENANCE

Historically, Fremont's General Fund has provided the primary support for the maintenance of parks and supervision of parks and recreation buildings by community center supervisors and park rangers. The General Fund will continue to fund operations and maintenance of Fremont's park facilities. Also, the City will require a specific funding mechanism for operating and maintaining mini parks prior to acceptance of the mini parks into the public park system. The CIP/ICAP process will integrate considerations of planning and budgeting for operations and maintenance of capital improvements.

The City of Fremont has leases and other cooperative agreements with several public agencies for park land and recreation facilities. In these current and future agreements, the City will ensure the provision of funding mechanisms and responsibility for operations and maintenance of the land and facilities.



CHAPTER FIVE

OPERATIONS AND MAINTENANCE

The acquisition and development of new park land and recreation facilities has an impact on ongoing maintenance and operations. The primary purpose of this chapter is to provide a method for estimating the costs of operations and maintenance in order to aid the City in identifying and achieving the desired level of maintenance for existing and future parks and recreation facilities.

The Master Plan's primary goal for operations and maintenance is to provide a model which can be used to organize, evaluate, and analyze data as it becomes available.

MAJOR CONCLUSIONS

- ❖ Recreation users are satisfied with the present level of maintenance services provided in Fremont parks and recreation facilities.
- ❖ The existing level of maintenance of parks and recreation facilities offers a pleasant and safe environment for users and reasonably protects parks and facility resources from serious degradation.
- ❖ The proposed cost-estimating model of operations and maintenance will assist City staff in developing a detailed model to better estimate operations and maintenance costs for new as well as existing facilities.
- ❖ Additional development of existing park land will increase total maintenance costs of the park system.
- ❖ As facilities age, they tend to require more maintenance.

- ❖ Many elements in Fremont's parks and recreation facilities, such as irrigation systems, roofs, and mechanical systems, are nearing the end of their usable life and will either need to be replaced or repaired with increasing frequency.
- ❖ Changes in intensity of use of a facility have an impact on operations and maintenance requirements.
- ❖ The City of Fremont could evaluate the economic and political acceptability of alternative funding sources for maintenance and operations. These include, but are not limited to, benefit assessment districts, user fees and charges, transient occupancy taxes, and admissions or entertainment taxes.

CIP/ICAP AND THE MAINTENANCE INFORMATION SYSTEM

A basic objective of the City's Capital Improvement Program/Integrated Capital Assets Plan (CIP/ICAP) process is the integration of costs for operations and maintenance of proposed improvements with capital outlay and annual debt service costs. This process integrates operating and maintenance costs into the capital improvements program. This is accomplished by comparing investment or capital costs of long-lived assets with ongoing operations and maintenance costs. Capital costs are expressed as an annual debt payment based on the useful life of the asset and are compared with associated periodic costs of operations and maintenance for that asset. Once comparability is established, policies can assess the impact of existing or proposed commitments of assets on the operating budget. Comparability reflects the ratio of operating costs to capital costs, and the ratio of capital and operating costs to the annual operating budget. This approach is best supported by establishing levels of service for operations and maintenance of the parks and recreation system and developing an accurate cost model for park development.

The City's Public Works Department is responsible for the maintenance of the park system. As part of this responsibility, the Public Works Department is developing a Maintenance Information System (MIS) to improve the gathering and analysis of information about maintenance activities.

Inventories of assets and assessments of the condition of parks and recreation facilities will be integrated into this system. The development of the Maintenance Information System will facilitate creating and tracking maintenance standards that will relate to levels of service described below. This information will then be integrated into the cost model of operations and maintenance in the Master Plan and analyzed to determine the relationship between the costs and the level of service provided by the parks and recreation facilities.

The MIS process will be useful for accomplishing the following:

- Making decisions about deferring maintenance tasks.
- Weighing the costs and benefits of performing a maintenance task against the task's impact on the overall park system.
- Identifying maintenance functions which can be funded by specific funding sources, such as lighting, landscaping and maintenance districts.
- Assessing the cost of maintaining the existing level of maintenance over the long term.
- Making decisions about building new or expanding existing facilities.

A measurable understanding of the relationship between operation and maintenance costs and the level of service provided by specific parks and recreation facilities will be useful to the City's decision makers in the Recreation Improvements Program (RIP). During the RIP, specific parks and recreation projects will be selected for inclusion in the CIP/ICAP. The relationship between the RIP and the CIP/ICAP is discussed in Chapter Six.

LEVELS OF SERVICE

In conjunction with costs of development, operations, and maintenance, levels of service will require monitoring over time to refine their definitions and their qualitative and measurable implications for the overall system of parks and recreation facilities provided to Fremont's residents.

Fremont residents expressed an overwhelming satisfaction with the City's current parks and recreation system, including programs, maintenance, and service. In order to maintain this system, the City must have a sound understanding of both the short and long-term costs of the system.

The three levels of service associated with the operations and maintenance of the parks and recreation system are defined below.

❖ Minimum

At the minimum level of service, operations and maintenance focus on life and safety issues with reduced preventive maintenance. Capital asset degradation is accelerated at the minimum level of service, increasing future capital repairs. This level of service would reduce the availability of resources to users when required shutdowns for repairs occur or facilities are removed from service on a long-term basis.

❖ Existing

The existing level of service of Fremont's parks and recreation facilities reflects a mixture of minimum and desired conditions. Although not yet quantifiably evaluated beyond the high level of satisfaction expressed in the results of the community survey, it is believed that some park and recreation facilities will need to undergo major replacements or rehabilitation due to age. The uniformity of age of a large portion of the parks and recreation system implies significant requirements for replacement and/or rehabilitation during the same time period.

❖ Desired

This level of service is the most subjective, reflecting high aesthetic value, long-term asset preservation, and maximum availability of resources to users.

COST MODEL FOR OPERATIONS AND MAINTENANCE

In support of the CIP/ICAP and MIS, a preliminary cost model for the operations and maintenance of parks and recreation facilities is included in the Master Plan. The cost model targets three specific areas of cost pertaining to parks and recreation facilities:

- ❖ Cost Model for Park Maintenance
- ❖ Cost Model for Building Maintenance
- ❖ Cost Model for Individual Park Maintenance

Annual costs for park and building operations and maintenance include costs associated with administrative overhead, utilities, materials and supplies, equipment, contract services, and labor for operations, maintenance, and major repairs for each park and building in the parks and recreation system.

The cost models for maintenance include all annual costs for a park or building: operations, maintenance, and major repairs. Replacement costs for parks and facilities recognize the need to set aside funds for the replacement of significant elements of the parks and recreation system, including building roofs, mechanical systems (heating, ventilation, air conditioning), irrigation systems, and lighting. Replacement costs for recreation facilities will be addressed in the CIP/ICAP process.

The cost models will be refined upon adoption of the Master Plan and development of the MIS by the Public Works Department. Tables 5-1 and 5-2 (pages 58-60) provide a conceptual framework for the cost models. Table 5-3 (pages 61-62) provides the framework for developing maintenance costs for individual parks based on a targeted level of service applied to specific park maintenance functions. These tables are preliminary models that will require careful review, modification, and refinement.

Table 5-1
Cost Model for Park Maintenance
Parks Sorted Alphabetically

Park Category	Park Name	Size Acres	Utilities	Materials & Supplies	Equipment Costs	Contract Services	Labor Hours	Labor Cost	Total O&M Cost	O&M Cost Per Acre	Major Repairs	Total Cost	Total Cost Per Acre
H	Ardenwood Regional Preserve	204.60											
M	Ardenwood Trail	6.23											
N	Arroyo Agua Caliente	8.63											
N	Azevada	7.67											
N	Blacow	8.30											
N	Booster	10.06											
N	Brookvale	2.37											
M	Brookvale Trail	4.79											
N	Buena Vista	5.47											
M	Cabrillo Trail	5.53											
H	California Nursery	19.93											
N	California Terrace	1.67											
C	Centerville	19.95											
C	Central Park	433.90											
N	Crandall Creek	4.96											
N	David Jones	3.89											
N	Deep Creek	12.08											
N	Frank Fisher	12.20											
N	Gomes	13.17											
C	Irvington	12.06											
H	Irvington Plaza	0.30											
N	Lone Tree Creek	8.84											
C	Los Cerritos	12.97											
N	Lowry	5.10											
N	Marshall	5.50											
C	Mission San Jose	9.82											
C	Niles	34.00											
H	Niles Depot	1.56											
M	Noll	2.79											
C	Nordvik	11.45											
C	North-Gate	17.68											
M	North-Gate Trail	5.55											
C	Old Mission	24.70											
N	Patterson	3.82											
M	Peregrine	0.74											
M	Plaza	1.07											
N	Plomosa	4.51											
N	Rancho Arroyo	4.52											
H	Rancho Higuera	9.58											
N	Rix	10.71											
H	Shinn	4.61											
M	Surry	0.14											
C	Sylvester P. Harvey	11.66											
H	Vallejo Mill	12.45											
M	Warbler	1.16											
C	Warm Springs	13.15											
N	Westridge	3.90											
H	Williams	0.92											
Total:		1,020.66											

Table 5-2
Cost Model for Building Maintenance
Parks Sorted Alphabetically

Inventory Number	Building Name	Size sq. ft.	Building Type	Utilities	Contract Janitorial	Other Contract & Services	Materials	Labor Hours	Labor Costs	Minimum Staffing Costs	Total O&M Cost	O&M Cost sq. ft.	Major Repairs	Total Cost	Total Cost sq. ft.
3515	Fremont Community Center	5,200	1												
3517	Central Park Boathouse	400	1												
3518	Central Park Boathouse Snack Bar	600	1												
3519	Central Park Boathouse Storage Bldg.	960	1												
3520	Lions Area Restroom	324	1												
3521	Central Park Candlelighters' Band Pavilion	910	1												
3522	Kennedy Play Area Restrooms	910	1												
3523	Sailway Drive Restrooms	910	1												
3525	Fabbri Field Restrooms & Scorebooth	910	1												
3526	Tennis Court Restrooms	910	1												
3527	Soccer Complex Restrooms	960	1												
3528	Fabbri Field Snackbar	960	1												
3529	Softball Complex Snackbar	1,400	1												
3530	Tennis Court Pro Shop	960	1												
3531	Central Park Softball Complex Field House	400	1												
3535	Swim Lagoon Snack Bar	720	1												
3536	Swim Lagoon Lifeguard Office	200	1												
3537	Swim Lagoon Women's Restroom	400	1												
3538	Swim Lagoon Pump Bldg. & Restroom	875	1												
3539	Stivers Lagoon Nature Center	400	1												
3540	Swim Lagoon Men's Restroom	400	1												
3542	Babbling Brook Restroom	960	1												
3548	North-Gate Park Restrooms & Fieldhouse	752	1												
3551	Mission San Jose Park. Restrooms & Fieldhouse	752	1												
3557	Irvington Park Restrooms, Fieldhouse & Scorebooth	960	1												
3560	Warm Springs Community Center	5,861	1												
3561	Warm Springs Park. Restrooms & Fieldhouse	680	1												
3566	Olive Hyde Art Gallery	1,900	1												
3567	Olive Hyde Mission Room	1,700	1												
3568	Olive Hyde Tiny Tots & Studio	2,485	1												
3570	Niles Program Center	1,801	1												
3587	Centerville Park House	2,800	1												
3588	Centerville Park Restrooms., Fieldhouse & Scorebooth	700	1												
3589	Centerville Park Community Center	10,907	1												
3593	Los Cerritos Community Center	5,760	1												
3594	Los Cerritos Park Restrooms	540	1												
3614	Harvey Park Restrooms. & Fieldhouse	752	1												
3566	Olive Hyde Art Gallery	1,900	1												
3567	Olive Hyde Mission Room	1,700	1												
3568	Olive Hyde Tiny Tots & Studio	2,485	1												
Subtotal Recreational Buildings															
3554	Patterson House	5,334	1A												
3580	Shinn Park Main House	5,888	1A												
3581	Shinn Park Packing Shed	1,632	1A												
3582	Shinn Park Tenant Shacks	680	1A												
3584	Shinn Park Potting Shed	140	1A												
3597	Williams Park (Chadbourne) Carriage House	2,456	1A												
3602	California Nursery Vallejo Adobe	719	1A												
Subtotal Historic Recreational Buildings															

Table 5-2 (Continued)
Cost Model for Building Maintenance
Parks Sorted Alphabetically

Inventory Number	Building Name	Size sq. ft.	Building Type	Utilities	Contract Janitorial	Other Contract Services	Materials & Supplies	Labor Hours	Labor Costs	Minimum Staffing Costs	Total O&M Cost sq. ft.	O&M Repairs	Major Repairs	Total Cost	Total Cost sq. ft.
3583	Shinn Park Tank House	324	2												
3610	Sylvester Harvey Cabin	468	2												
3612	Sylvester Harvey House	1,855	2												
Subtotal Rental Buildings in Parks															
3524	Babbling Brook Pump House	300	3												
3532	Central Park Softball Complex Maintenance Building	400	3												
3533	Central Park East Well Building	150	3												
3541	Central Park Service Center	1,410	3												
Subtotal Maintenance Support for Parks															
3543	Animal Shelter	13,023	4												
3578	Shinn Park Bungalow (YSC)	1,700	4												
3603	California Nursery Office Building	1,200	4												
3633	Old Main Library	20,247	4												
3634	Fremont Main Library	67,981	4												
3635	County Library Administration Office	28,981	4												
3636	Irvington Library	5,607	4												
3637	Centerville Library	6,147	4												
Subtotal Non-Recreation Public Buildings in Parks															
3559	Centerville Park Workshop	3,840	5												
3562	Centerville Park Wood Barn	1,820	5												
3563	Centerville Park Metal Barn	4,920	5												
3564	Centerville Park Garage	1,170	5												
3585	Centerville Park Modular Classrooms	1,800	5												
Subtotal Miscellaneous Buildings Located in Parks															

Table 5-3
Cost Model for Individual Park Maintenance

Maintenance Task	Unit	Quantity	Labor Hours	Total Hours Costs	Equipment Costs per hour	Equipment Operating Costs	Equipment Depre- ciation	Materials & Supplies	Utilities	Total Cost per task	Annual Cost per task
Lawn Mowing											
Hydro 180	AC	1									
Hustler/Bobcat	AC	1									
Push Mower (21")	AC	1									
Edging with Gas Edger											
	LF	1,000									
Raking											
Power Rake (windrowed grass cuttings)	SF	100									
Hand Rake (100 sq. ft.)	SF	100									
Aeration											
Tractor (including flagging) (1 acre)	AC	1									
Amending (spreading sand or topsoil)											
	AC	1									
Fertilizing											
Trailer Spreader	AC	1									
Hand Spreader	AC	1									
Litter Pickup											
Neighborhood & Community Parks	AC	1									
Central Park	AC	1									
Sidewalk Blowsweep											
Backpack Blower	SF	1,000									
Median Blowsweep											
Backpack Blower	SF	1,000									
Shrubs											
Prune with Debris Removal	EA	1									
Weeding											
Hand Weeding Ground Cover & Shrub Beds	SF	1,000									
Chemical Application											
By hand with 3 gallon sprayer	SF	1,000									
Power rig spraying from moving vehicle	AC	1									
Road sides (total control)	AC	1									
Walking with wand for shrubs, medians	SF	1,000									
Tree Pruning											
Trees 1-4 years old	EA	1									
Trees over 4 years old	EA	1									
Gopher Control											
Traps (set & clear)	EA	1									
Bombs	EA	1									

Table 5-3 (Continued)
Cost Model for Individual Park Maintenance

Maintenance Task	Unit	Quantity	Labor Hours	Total Hours Costs	Equipment Costs per hour	Equipment Operating Costs	Equipment Depreciation	Materials & Supplies	Utilities	Total Cost per task	Annual Cost per task
Ground Cover Edging											
Gas edger	LF	1,000									
Tractor ice plant edger	LF	1,000									
Baseball Diamond											
Dragging and watering	LF	23,000									
Bleacher Litter											
Slab under bleacher plus 5 feet around	SF	100									
Vandalism Repair											
As it occurs			ALLOW								
Hand Watering											
No standard; variable			ALLOW								
Par Course Maintenance											
Spread chips as needed	SF	100									
Picnic Area Litter											
Table plus 5 ft. area around table	SF	200									
Restrooms											
Citywide Parks	EA	1									
Tot Lot/Play Area											
Weekly litter, glass removal, safety check	SF	60									
Sifting sand 6" deep	SF	60									
Bi-annual play equipment breakdown			ALLOW								
Play Field Regrading											
Ball diamond infield	EA	1									
Trash Receptacles											
Citywide Parks	EA	1									
Historic Parks	EA	1									
Mini Parks	EA	1									
Neighborhood Parks	EA	1									
Irrigation Repair											
Parks	AC	1									
Weed Mowing											
Undeveloped area weed control	AC	1									
Construction/Repair											
			ALLOW								

Note: AC = acres; ALLOW = allowance; EA = each; LF = linear feet; SF = square feet

CHAPTER SIX

IMPLEMENTATION

The successful implementation of the Parks and Recreation Master Plan depends in part upon coordinated activities of several City departments. This section of the Master Plan provides a framework to guide these activities, and reflects the current organizational structure.

MAJOR CONCLUSIONS

- The Leisure Services Department is responsible for the planning, acquisition, development, and provision of parks and recreation facilities and services by the City of Fremont.
- The Community Development Department is responsible for coordination with the Leisure Services Department for ensuring that all new projects for residential development satisfy City parks and recreation fee and/or land requirements. The Community Development Department is also responsible for collecting such fees when appropriate, and updating fee ordinances and resolutions.
- The Finance Department is responsible for accounting for the collection and expenditure of all parks and recreation fees, and coordinating the periodic update of the City's capital improvement budgeting process.
- The Maintenance Division of the Public Works Department is responsible for the maintenance of the parks and recreation facilities. The Design Engineering Division is responsible for park design.

IMPLEMENTATION PROCESS

The implementation process for the Master Plan contains several related elements, described below. These elements will include public participation and will aid the City's decision makers in the future development, operation, and maintenance of Fremont's citywide parks and recreation system.

RECREATION IMPROVEMENTS PROGRAM (RIP)

The Recreation Improvements Program (RIP) is the process of establishing priorities and recommending funding for specific park land and recreation facilities. This process will occur after adoption of the General Plan amendments and the Parks and Recreation Master Plan, in accordance with the policies, standards, and guidelines contained in the Plans.

City staff will compile a list, including all requests and suggestions for recreation facilities, land acquisition, and rehabilitation projects. These projects will be gathered from the public through the survey process conducted for the Master Plan, public meetings, public correspondence, as well as the list of unfunded projects in the CIP/ICAP and any other relevant sources. The Recreation Commission, through meetings with the community, will review and create a prioritized list of these facilities. The assessment of development, operations, and maintenance costs associated with each project will be addressed in the process of establishing priorities for the projects. (As discussed in Chapter Five, this information will be made available via the Maintenance Information System and associated models of the costs of parks and building maintenance). This assessment will also address each project's impact on the parks and recreation system, available funding sources, and the City's ability to maintain and operate the system at the desired level of service over time. The Recreation Commission will recommend the inclusion of the highest-priority projects based on need, funding, and ongoing operations and maintenance costs into the CIP/ICAP. The City Council will consider these projects along with other capital projects and make final decisions concerning funding for recreation improvements.

LAND ACQUISITION PROGRAM (LAP)

City staff will prepare and implement a program for the identification, assessment, and purchase of land for park sites. The Criteria for Selection of Park Sites (described in Chapter Three) will be used to assess potential parcels. In addition, data from the Maintenance Information System (MIS) (discussed

on pages 54-55), will be utilized in the assessment of parcels. The Recreation Commission will review staff's program and recommend potential sites for inclusion in the CIP/ICAP.

The possibility of land banking will be considered in this process.

UPDATES OF DEVELOPMENT IMPACT FEES FOR PARKS

As an adjunct of the capital improvement process, the City should review the current development impact fee structure to determine its adequacy to fund future acquisition of park land and development of facilities. Close coordination between adoption of the Master Plan and review of development impact fees will maximize the City's ability to provide facilities required to serve new residential development.

FINANCIAL MANAGEMENT

Fremont's Finance Department is responsible for accounting for the receipt and expenditure of funds for parks and recreation facilities. The Finance Department should work closely with the Community Development Department, since impact fees are collected either at the time a building permit is issued or at the time a subdivision map is approved.

As part of the City's ongoing CIP/ICAP process, the Finance Department will regularly produce reports documenting receipts, encumbrances/expenditures, and balances of parks and recreation facility acquisition and development funds. These reports should be integrated with the production of the set of annual reports on the sources and uses of development impact fees required by state law (Government Code Sec. 66006 (b)).

The Finance and Leisure Services Departments will work together to ensure that ongoing reporting of collection and expenditure of park funds meets the needs of both departments.

OPERATIONS AND MAINTENANCE

The Master Plan includes a model for assessment of the costs of operating and maintaining parks and buildings related to levels of service. As data becomes available through the Maintenance Information System (MIS), it will need to be incorporated into the Master Plan model to allow for analysis of projects proposed in the RIP and future updates of the Master Plan. Consideration of the desired level of operations and maintenance for the parks and recreation system should be addressed as part of the MIS process. The MIS will be a

valuable tool in identifying projected operations and maintenance needs of the parks and recreation system. The MIS will increase the City's ability to make informed decisions regarding the appropriateness of proposed acquisition of park land and development of recreation facilities.

MONITORING OF RESIDENTIAL DEVELOPMENT

The City will institute an ongoing monitoring program to track the pace of residential development along with the implementation of capital improvement plans (including parks and recreation capital improvements). The Community Development Department will be responsible for tracking development, including zoning changes and general plan amendments, for potential development impacts. The Department will also be responsible for ongoing review of population forecasts.

The Leisure Services Department will be directly involved in determining the adequacy of any dedication of park land or recreation improvement, including those proposed in lieu of impact fees, or provided as gifts and bequests. This involvement should occur at the earliest possible time in the City's consideration of a new residential development project. The criteria for selection of park sites (found in Chapter Three) will be used in the assessment of these parcels.

REVIEW AND UPDATE PROCESS

The Fremont Parks and Recreation Master Plan is a document containing policies and implementation strategies bridging the relatively long-term context of the General Plan and the more short-term, specific authorizations of the City's budget and CIP/ICAP processes. Consequently, the Master Plan needs to respond to the procedures for updating the General Plan and development impact fees, and for developing the annual City budget and biennial CIP/ICAP. Additionally, the Master Plan needs to be reviewed and evaluated regularly and updated occasionally to remain a viable, up-to-date document guiding decisions pertaining to the City's system of parks and recreation facilities.

ONGOING REVIEW OF THE MASTER PLAN

Regular review of the Parks and Recreation Master Plan is needed for two important reasons. First, the Master Plan needs to be accurate and current. It is not expected that formal amendments to the Master Plan will be necessary on an annual basis. Rather, the Leisure Services Department and Recreation Commission need to regularly evaluate the Master Plan to measure

implementation progress. This review will include updating the inventories of parks and recreation facilities to provide accurate data to decision makers and city staff.

Secondly, the ongoing review of the Master Plan should be coordinated with the procedures and schedules for developing and adopting the Fremont budget and CIP/ICAP.

The Recreation Improvements Program (RIP) should also be reviewed annually or biennially, consistent with the processes for the operating budget and capital improvements program because of the close relationship between the CIP/ICAP and the RIP. The facilities list will require updating to respond to emerging recreation needs and desires in the community. The Master Plan will provide the framework for any reevaluation of priorities for land acquisition or facility development, or levels of service for maintenance.

COMPREHENSIVE UPDATING OF THE MASTER PLAN

Periodic comprehensive updating of the Parks and Recreation Master Plan is needed for two reasons. First, the changes and trends noted during the annual/biennial review of the Master Plan will likely identify portions of the Master Plan that are dated, or inconsistent with emerging public sentiment or city policy direction.

Second, the Master Plan should be evaluated and updated whenever the Fremont General Plan is updated. Ideally, the periodic update of the Master Plan would precede or coincide with the General Plan update. Alternatively, the update of the Master Plan would follow the comprehensive update of the General Plan. The update of the Master Plan would need to reexamine revised General Plan policies and implementation strategies in light of the Master Plan's greater level of detail regarding parks and recreation.

Use of relatively current census data is necessary for the preparation and implementation of an accurate and meaningful Master Plan. Preparation of this Master Plan between 1993 and 1995 relied heavily on the 1990 U.S. Census, which became available in 1992. Subsequent comprehensive updates of the Master Plan should also be initiated before the results of the most recent U.S. Census become dated. It is anticipated a comprehensive update of the Master Plan will be needed every five to ten years, and may best coincide with the next U.S. Census.

An annual allotment to fund staff efforts to complete periodic updates of the Master Plan should be considered in the city's budget process.

FOLLOW-UP STUDIES

This document identifies several follow-up studies to examine issues beyond the scope of the Master Plan. These studies will define the City's roles and responsibilities pertaining to specific resources of the parks and recreation system, such as historic resources and community centers. After adoption of the Master Plan, the Recreation Commission will recommend to the City Council a priority list for conducting these studies. The City Council will determine which studies will be undertaken first. As with the periodic updates of the Master Plan, the ability to fund staff efforts to complete the studies should be considered. The purpose of the follow-up studies is to aid the City in the implementation of the Master Plan and to increase the City's effectiveness in providing parks and recreation services to its residents.

HISTORIC RESOURCES

A follow-up study should be conducted to examine the City's role in the management of City-owned historic resources and the role which these resources serve in the parks system.

COMMUNITY CENTERS

The Leisure Services Department should analyze the City's system of community centers and the role these centers serve in the City's parks and recreation system. The community's willingness to travel to facilities supports the development of fewer and larger centers than originally planned.

TRAIL PLANNING

Presently, trail planning is the responsibility of several departments within the City (Public Works, Leisure Services, and Community Development). A follow-up study should be conducted to clarify administrative responsibilities for the City's trail system.

PUBLIC OUTREACH PROGRAM

To increase the public's awareness of the City's parks and recreation resources, the City should consider developing a public outreach program that both informs the general public of the City's recreation facilities and targets specific groups in order to increase their use of the City's parks and recreation system.



PAGE 70

14 February 1995

APPENDIX A

ACRONYMS

ACFCWCD	Alameda County Flood Control and Water Conservation District
CIP/ICAP	Capital Improvement Program/Integrated Capital Assets Plan
EBRPD	East Bay Regional Park District
LAP	Land Acquisition Program
MIS	Maintenance Information System
RIP	Recreation Improvements Program
SFWD	San Francisco Water District

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APPENDIX B

LIST OF BACKGROUND STUDIES

Bound separately.

Information only; not adopted as part of Master Plan.

- 1 Inventory of Parks
- 2 Policy Analysis: City, County, Regional, State and Federal
- 3 Summary of Telephone Survey
- 4 Estimate of Recreation Participation/Use Patterns
- 5 City Council Study Session Handbook,
 10 May 1994
- 6 Involvement of the Community, Recreation Commission,
 Planning Commission, City Council, and City Staff
- 7 Operations and Maintenance:
 Review and Recommendations
- 8 Cost Models for Citywide and Neighborhood Park Development

PAGE 74

14 February 1995

APPENDIX C

ACKNOWLEDGMENTS

The citizens of Fremont who participated in public workshops, meetings, and the telephone survey.

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Gus Morrison, *Mayor*
Bob Wasserman, *Vice-Mayor*
John Dutra
Geoffrey Steel
Judy Zlatnik

Recreation Commission

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Mary Hernandez
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Andrea Pohle
Gene Toy

Planning Commission

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Scott Haggerty, *Vice-Chair*
Robert Douglass
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Dave Millican, *Assistant City Manager*
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